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ABSTRACT

The Family Independence Project (FIP) Interim Review Project in Washington was mounted in order to give preliminary information on the progress of the FIP program compared to Assistance for Families with Dependent Children (AFDC) site activity, for management planning, and to document short-term outcomes and trends for policy considerations. A sample of 5,086 applicants was studied--2,683 at five FIP sites and 2,403 at five AFDC sites. The study period began with the enrollment of each client into the study following a break of at least 30 days in paid assistance and ended for all clients after an average of nine months across the sample. Comparisons were by single parent and two parent groups across the treatment (FIP) and control (AFDC) sites. Head-to-head findings and multivariate analysis show similar conclusions. There is a FIP effect in two major areas: training and duration. Analysis shows that FIP site clients in both the one and two parent programs have more training than AFDC site clients. Additionally, analysis shows that FIP site clients tend to stay on assistance longer. Analysis did not detect a difference during the follow-up period between FIP and AFDC sites employment outcomes for one parent groups. Analysis did confirm that AFDC site two parent clients are more likely to be employed during the follow-up period than FIP two parent clients. Four appendices are: (1) "Description of Databases Used in FIP Interim Review Project"; (2) "Working Definition of 'Openings'"; (3) "Analysis of Duration: Definition of Spell"; and (4) "Telephone Survey: Respondents vs. Non-respondents." Contains 11 tables and 18 figures. (TS)

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REPORT

FIP INTERIM REVIEW PROJECT FINAL REPORT

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FIP INTERIM REVIEW PROJECT
FINAL REPORT

John K. Whitbeck, Ph. D.

April 1995

Office of Research & Data Analysis
Planning, Research and Development
Department of Social and Health Services

DEPARTMENT OF SOCIAL AND HEALTH SERVICES

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EXECUTIVE SUMMARY

The Family Independence Program (FIP) began at five community service offices (CSO) in late 1988. During the first few months of its existence it experienced unanticipated caseload growth. This aroused concern and scrutiny from the legislature. The legislature held FIP operating funds for the second year of the 89-91 biennium in reserve and indicated that an evaluation of the program would have to be presented during the 1990 session to obtain release of these funds.

The FIP Interim Review Project was mounted to provide interim data on FIP activity in designated areas, compared to AFDC site activity, for management planning and to document short-term outcomes and trends for policy considerations.

A sample of 5,086 applicants was studied -- 2,683 at five FIP sites and 2,403 at five AFDC sites. The study period began with the enrollment of each client into the study following a break of at least 30 days in paid assistance and ended for all clients on September 30, 1989, an average of 9 months across the sample. Comparisons were by single parent and two parent groups across the treatment (FIP) and control (AFDC) sites.

FINDINGS

Section I

1. Demographics. Single parents at FIP sites are no different than those at AFDC sites when compared by gender, age, and family composition. There are, however, significantly fewer minorities in the single parent program at FIP sites than at AFDC sites.

   Two parent FIP and AFDC site clients are no different as to gender, ethnicity, or family composition, but the FIP site two parent clients are slightly older.

2. Training Participation. Significantly more FIP clients had training during the follow-up period than AFDC clients in both the single (27% versus 20%) and two parent (21% versus 13%) programs.

3. Duration on Assistance. The proportion of time spent in payment status during a six-month follow-up period was not significantly different between FIP and AFDC sites for clients in the single parent program but was significantly longer at FIP sites for those in the two parent program.

4. Employment participation. Employment rates during the follow-up period, measured by four quarters of Unemployment Insurance data, were equal for single parent FIP and AFDC site clients: 58% of single parent FIP site clients and 59% of AFDC site clients had some employment during the follow-up period.

Two parent FIP site clients had significantly less employment, with 54% employed at some time during the measured period, as compared to 66% of two parent AFDC site clients.

Section II

1. Interim outcomes adjusted for site differences. Significant differences were found between FIP and AFDC site clients in two critical areas of prior history: welfare experience and work experience. On both dimensions, FIP site clients had significantly less history than AFDC site clients. The findings reported below, control for these differences and for opportunity for exposure to work or welfare due to age.

2. Adjusted outcomes, controlling for site differences.

   Training: FIP one and two parent groups were more likely to have had training during the follow-up period than AFDC site clients.

   Duration: Clients in both one and two parent programs at FIP sites had more months on paid assistance during a follow-up period than those at AFDC sites.

   Training and/or employment: FIP one parent clients were more likely to have participated in training and/or employment during the follow-up period than AFDC one parent clients. Two-parent FIP or AFDC groups showed no difference.

   Employment: Younger males with prior work experience tended to have higher employment during the follow-up period in the two-parent program at AFDC sites than at FIP sites. Employment outcomes for the one-parent group have no differential association between FIP or AFDC.

DISCUSSION

1. The FIP effect. Head-to-head findings and multivariate analysis, which control for observed site differences (prior employment and welfare history) in the underlying population of clients, show similar conclusions. There is a FIP effect in two major areas: training and duration.

   Both methods of analysis show that clients in the one and two parent programs have more training at FIP sites than at AFDC sites.

   FIP site clients tend to stay on assistance longer. In the head-to-head comparison duration was greater for two parent clients only. When site differences were controlled, both single and two parent FIP groups were on paid assistance significantly longer than AFDC site clients.

Neither analysis detected a difference in employment outcomes during the follow-up period for one parent groups. Both analyses confirmed that two parent clients at AFDC sites are more likely to be employed during the follow-up period than those at FIP sites.

2. Eligibility differences. A historical factor should be taken into account when interpreting differences between two parent FIP and AFDC site clients re: interim outcome measures.

From the inception of FIP in July 1988 through July 28, 1990, AFDC two parent clients were required to demonstrate past work experience in a three-year period, while FIP two parent clients did not need prior paid work experience to be eligible for assistance. Other limited research by the Office of Research and Data Analysis during that period of time showed that one third of the difference between FIP and AFDC approval rates could be explained by the absence of work quarter requirements for FIP clients.

Some of the differences between FIP and AFDC sites for two parent groups may have resulted from this differential requirement which would have allowed clients who would not have been eligible for AFDC to become eligible and receive paid assistance benefits under FIP rules.

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CHAPTER I: INTRODUCTION

Legislative Background

Chapter 74.21 of the Revised Code of Washington enacted February 1988 is the enabling legislation for the Family Independence Program (FIP). The legislature made a finding that " children living in families with incomes below the needs standards have reduced opportunities for physical and intellectual development." The legislature further found that "a family's economic future is frequently not improved by the current [Aid to Families with Dependent Children (AFDC)] program (RCW 74.21.020)."

The legislation states that "in order to break the cycle of poverty and dependence, a family independence program is established (RCW 74.21.020)." The major goals of the program are as follows:

- Lift children out of poverty by helping parents become economically self-supporting;
- Help parents become self-supporting by raising their work skills through training and education; and
- Ensure parents are able to take advantage of these opportunities by providing the necessary child care and other support services.

The objectives of the FIP legislation were established to ensure the maximum number of recipients of public assistance in the State of Washington would become independent through employment, training and education (RCW 74.21.020).

Project Background

The FIP Interim Review Project was designed to provide DSHS, ESD, and FIP management and the legislature with information concerning FIP relative to AFDC. The project was a comparative study of the FIP population with the AFDC population across a variety of characteristics, processes, and levels of participation. It was seen as "interim" because a definitive comparison would require several more years of FIP operation and more resources for a complete analysis than available for this review. It was felt, however, to be important to collect comparative information at approximately one year after FIP had been implemented so that interim trends and outcomes could be known to key decision makers.

Releases of Findings from Project Data Prior to Final Report

In February 1990, a scaled down version of training, employment, and duration outcomes from the FIP Interim Review Project was included as an Appendix in the FIP Core Staff report: "Breaking the Cycle of Poverty: A Report to the 1990 Washington State Legislature on the Progress and Impact of the Family Independence Program." Also, results of the FIP Interim Review Project were provided to department administrators, FIP Core Staff,

researchers from the Urban Institute, and representatives of the Legislative Budget Committee (LBC) on several occasions between December 1989 and June 1990.

Relationship of Project to the Urban Institute's Evaluation

The LBC which was given statutory responsibility to conduct an evaluation of FIP contracted with the Urban Institute from Washington, D.C., to fulfill this responsibility. The full evaluation is scheduled for delivery in 1993. A complete evaluation of FIP will certainly require this amount of time, since the significant effects of a welfare reform plan like FIP are long-run in nature. The Urban Institute's formal evaluation will deal primarily with the desired outcomes of welfare reform over time: employment, earnings, and decreased public assistance participation.

The FIP Interim Review Project was not envisioned as a substitute for the Urban Institute's formal evaluation, but was designed to respond to legislative and management needs for interim information on outcomes and trends.

CHAPTER II: METHODOLOGY

The Research Question

The research question is:

> How do FIP site clients compare to AFDC site clients on descriptive and interim outcome measures?

FIP and AFDC sites were compared according to the following:

1. Demographic profile of clients
2. Training participation
   a. type of training
   b. length of training
   c. place of training
3. Employment
   a. Wage rate and earnings
4. Duration of assistance

Study Sites

FIP was implemented in pilot sites in July 1988 and October 1988. The project population of AFDC and FIP clients for this project was drawn from Community Services Offices (CSO's) designated as "treatment" or FIP sites and "control" or AFDC sites for federal evaluation requirements. The same sites used in the evaluation by the Urban Institute were selected. During the time covered by the FIP Interim Review Project (July 1988 - September 1989), FIP was being implemented in the treatment sites, while in the control sites, regular AFDC/Food Stamp/ Opportunity programs were retained.

Technically, there are five treatment sites and five control sites. For research purposes these ten sites comprise seventeen community service and branch offices, shown in Table 1.

Site Matching

Introduction. One of the major considerations for using the treatment and control sites design was the comparability of selected sites. The treatment and control sites have been matched for background characteristics, so conclusions drawn from measures of outcomes or client characteristics should reflect differences between FIP and AFDC clients and not site-generated differences.

Background for matched site design. The matched sites design grew out of comparisons accomplished in March 1988 from computer generated comparisons stratified under the categories of Eastern Rural, Eastern Urban, Western Rural and Western. The proposal to federal agencies (notably Department of Health and Human Services) was to draw a pair from each category and randomly split each into a control and experimental site. This outcome was favored over the original federal evaluation requests that there be a random exclusion of individual families from the program in all sites for the duration of the FIP implementation. The compromise agreement called for the random assignment of

TABLE 1
FIP AND AFDC SITES

	FIP TREATMENT SITES		AFDC CONTROL SITES
	July 1988 Sites		
SITE 1	SPOKANE NORTH	SITE 1	YAKIMA/YAKIMA YAKIMA/KITTITAS
SITE 2	EVERETT SKYKOMISH	SITE 2	PIERCE WEST
	October 1988 Sites		
SITE 3	MOSES LAKE OTHELLO	SITE 3	OKANOGAN
SITE 4	GOLDENDALE STEVENSON WHITE SALMON	SITE 4	SHELTON
SITE 5	BURIEN WEST SEATTLE	SITE 5	KING SOUTH FEDERAL WAY

a limited number of CSO's as FIP and non-FIP sites to be called "treatment" and "comparison" sites.

Testing the matched design. The efficacy of the matched site design has been put to a limited test. The relationship of site differences to caseload growth was covered in some detail in Douglas Wolf's report for Urban Institute.[1] While the intent of the analysis was to examine the FIP caseload effect, to accomplish this purpose, the report compared FIP sites with matched pairs of AFDC sites over several potential site influences: seasonality and economic factors, unemployment rate, changes in employment patterns and wage levels. The report discussed the potential for "site effect" as opposed to the differential effect of caseload for FIP. Wolf's conclusion is that there is "no single pattern of pre-FIP (site) differences...."[2]

[1] **Caseload Growth in the Evaluation Sites: Is There a FIP Effect?** [Executive Summary] Document prepared for the Legislative Budget Committee, January 1990 by Douglas A. Wolf, The Urban Institute, Washington, D.C.

[2] Ibid., p.12.

Another study in Washington state, the Washington State Institute for Public Policy's Family Independence study of the characteristics of 2000 households on welfare or at-risk of welfare receipt, uses roughly the same sites to represent rural and urban communities which are presumed to be representative of the state as a whole.

Conclusions: Matched Sites. For the purposes of the FIP Interim Review Project several conclusions may be drawn:

1. Matched sites are useful for analyzing the potential "effect" of FIP.
2. Issues of comparability and matching were raised and addressed prior to the implementation of the FIP Interim Review Project, and sites were matched initially to the satisfaction of the federal evaluators and local planners.
3. Preliminary analysis of site differences by Wolf show that some FIP effects can be distinguished from site differences.

The Study Population

Client Selection

Clients were selected using the Office of Financial Management (OFM) eligibility file. Those clients selected from July 1988 sites were enrolled on assistance during the months of October through January 1989 and those clients from October 1988 sites were enrolled from January through April 1989. The original design called for a three-month sample at each set of sites; however, the final study population was selected over a four-month period to compensate for the lagged effect of administrative data files.

This "extra" month insured that all clients who enrolled on assistance toward the end of the third month would be present on administrative data files necessary for compilation of variables needed for analysis. The selection process and duration of follow-up period for measurement of interim outcomes is portrayed graphically in Figure 1.

The FIP Interim Review Project focused upon the client, not the case, as the unit of analysis. Since clients have the characteristics to be measured, such as training, employment, gender, age, and so forth. Cases do not possess these qualities.

Start-up Period Issues

The implementation of FIP, similar to the implementation of any new program, could produce effects that were symptomatic only of the start-up period. Some potential causes of measurement noise in the implementation of FIP could include such issues as staff training, lack of client familiarity with FIP program, the effect of new forms on staff and clients, as well as the time necessary

for two major agencies, the Department and Social and Health Services and the Employment Security Department, to develop and standardize administrative and service delivery procedures.

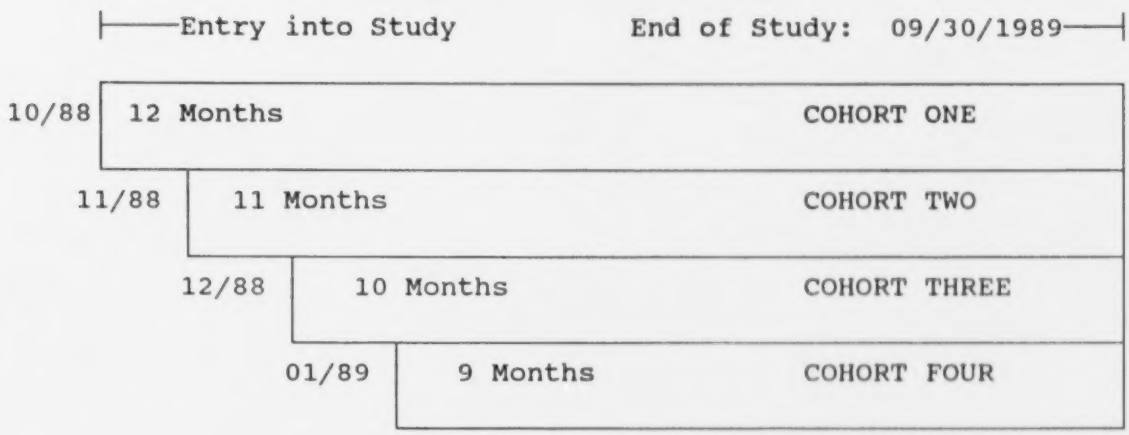
To avoid including this program noise in any measurement or interpretation of outcomes, the project avoided selecting enrolled clients during the first three months of site implementation. The decision to avoid the first three months of program life assumed that most start-up phase problems which could potentially skew interim outcome results would be concentrated in the first three months of program operation and would be gone or not significant by the selection period -- the fourth through the seventh month of program operation. Full understanding of this potential for program bias will have to wait until completion of the process evaluation by the Urban Institute.

Time Period Available for Study

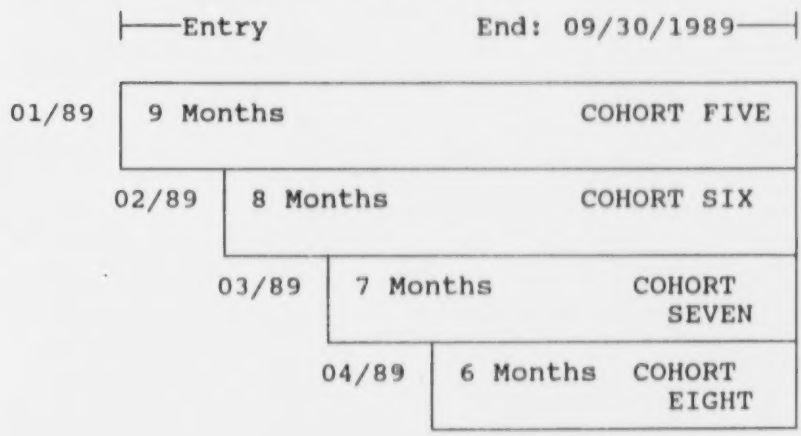
Another issue regarding client selection was the amount of time available to produce the study. Preliminary outcomes from the study were needed by December 1, 1989. The project design, described below, included capturing and analyzing not only administrative data on the selected population, but the identification and selection of a sample of clients for a mail and telephone survey for the training participation.

FIGURE 1
COHORT SELECTION

JULY 1988 SITES BY COHORT



OCTOBER 1988 SITES BY COHORT



Survey methodology tends to dictate a specific time frame. The "window" of time, between when the project was mounted and when the information was needed, was very small. To move client selection closer to the period of site implementation to allow more time to select and interview sample clients might produce skewed outcomes because of start-up problems at sites. To move client selection further from site implementation would not allow an appropriate period of follow-up time for measuring interim outcomes.

The period of follow-up time for measuring interim outcome variables of client employment and training varies according to the period of time a selected client is available for such activities. The design strategy led to an average follow-up period of 9 months over all the cohorts of clients. Measuring outcomes across different cohorts with different follow-up times does not invalidate the study, but does indicate caution when extrapolating from interim outcomes, since not all of the clients have had equal time to be employed or trained.

The issue of the length of the period of follow-up presented no differential bias between groups for measurement, since clients from FIP or AFDC sites were chosen under the same constraints.

Project Definition: What is an opening?

A major underlying concern for insuring comparability of FIP and AFDC clients for the project, was that of defining an "opening." An "opening" refers to the beginning of a current welfare assistance period for any recipient of Title IV assistance grant monies, FIP or AFDC. Since there were several methods of defining client openings from existing administrative data, as well as differing eligibility rules, a decision had to be made early in the project design as to what would define a client opening.[3]

The design of the FIP Interim Review Project attempted to minimize the comparability problems of eligibility and conversion, but also to include the largest comparable population across sites, by selecting only "new" applicants. All clients who met certain criteria were selected from the OFM Eligibility data file. In all, 5,086 clients were chosen, in approximately equal numbers from treatment and control sites, using the following criteria:

- any adult (over the age of 18)
- in payment status during selection month
- in no-payment status during the prior month
- in a July/October treatment or control site
- with the appropriate program code for site

The number of clients selected by site and type of program is shown in Table 2.

[3]See Appendix B for a more complete discussion of the definition of an opening and other considerations.

TABLE 2
CLIENT BREAKDOWN BY PROGRAM AND SITE

Opening Program	FIP Sites	AFDC Sites	Total
One Parent	1,598	1,589	3,187
Two Parent	1,103	796	1,899
Total	2,701	2,385	5,086

Data Sources[4]

Data Sources by File

Five major data sources (four administrative data files and survey data) were used as a basis for this study. Table 3 summarizes the use of each source.

The OFM Client History file, known in this report as the OFM Eligibility file was used to provide the sampling frame for the project. Basic demographic information about clients was captured from Warrant Roll files and attached to the basic sample file. The Unemployment Insurance (UI) file, resident in the Employment Security Department, was used to provide employment measures over four quarters for interim employment outcomes and during the pre-study period.

[4]Refer to Appendix A for a detailed breakdown of administrative data files.

TABLE 3
SOURCES OF DATA BY PROJECT POPULATION AFFECTED

- Basic Sampling Frame
  Project population: 5086 clients
  Data Source: OFM Eligibility File

- Demographics
  Project population: 5086 clients
  Data source: Warrant Roll History File

- Training participation
  Sample: 1848 clients
  1077: FOMIS Record review
  771: Telephone Survey
  Data Source: FOMIS Record Review
  Telephone Survey Data

- Duration of assistance
  Project population: 5086 clients
  Data Source: OFM Eligibility File

- Employment measures
  Project Population: 5086 clients
  Data Source: UI Data base

Client Training Participation Survey

Summary Statement of Survey Methodology. A telephone survey instrument was constructed to measure training participation across the population drawn for study in August 1989. All of the population (except 1/10 of 1 percent without valid Social Security numbers) were compared with the Employment Security Department's administrative file, FIP/Opportunity Management Information System (FOMIS), on September 8, 1989.

All "matches" with FOMIS were further examined to determine if the participant was under supervision for employment or training since October 1, 1988, as documented by the presence of an ESD status change form 186 (FIP or AFDC) and/or an ESD form 66A (purchase of service). These matches created a "population" which would be further examined for training characteristics across sites by an ESD field case record review.

All FOMIS matches without recorded activity, and all participants with no recorded contact with ESD were sampled by site and by program (one or two parent program). See Table 4 for the numerical breakdown by sampling category. These participants, once selected, were located by CSO, and case records were reviewed for current telephone numbers. Current addresses were

located from DSHS Administrative Data File Income Tracking Information Service (ITIS). Letters were sent to all participants. Attempts were made to contact all participants by telephone; all participants not contacted were surveyed by three separate mail surveys.

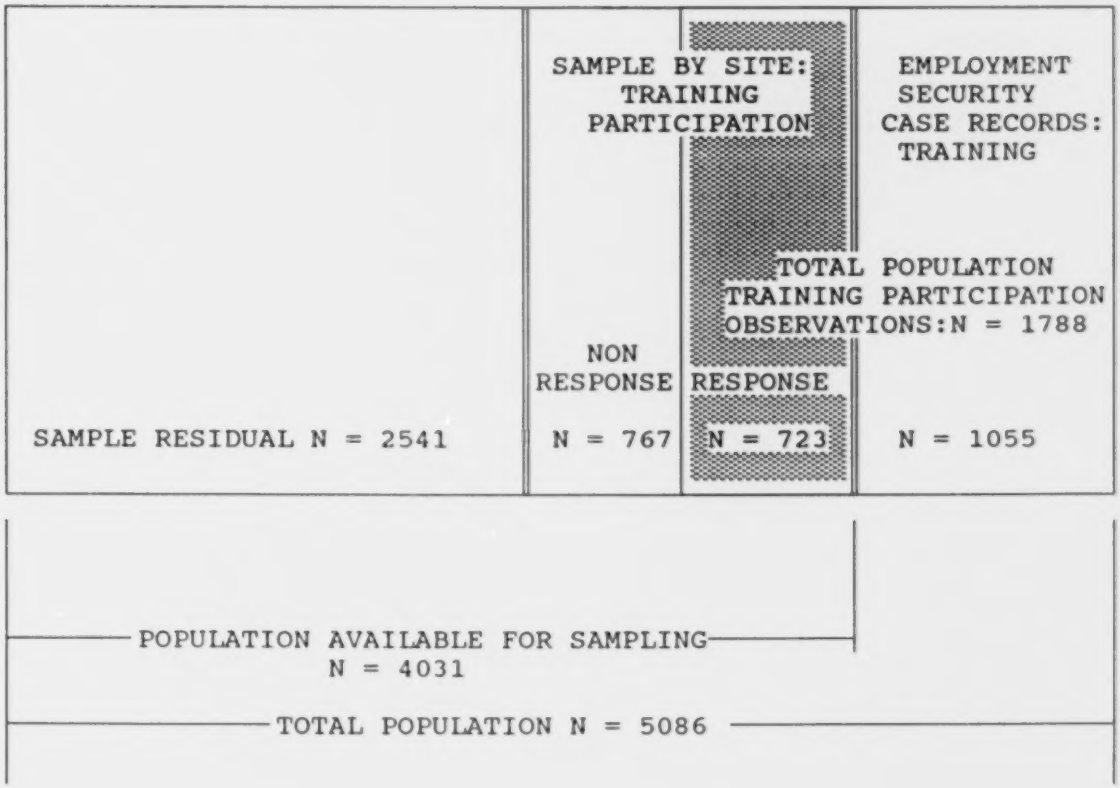
The client training participation survey obtained training information not available from the training subset as defined by the FOMIS data set as having training during the follow-up period. The telephone/mailing survey sample, specifically AFDC one-parent clients, were of special interest, since it was felt that their training participation had been under-reported in any prior estimate of training, and because no mechanism existed in any current agency administrative data system to report on training activity of non-mandatory referrals to ESD. The subsets of interest are defined as follows:

FIP and AFDC site clients:

1. Those clients not registered with Employment Security.
2. Those clients registered with Employment Security but not showing employment or training contact.

TABLE 4

PROJECT POPULATION
BREAKDOWN OF TRAINING PARTICIPATION SAMPLING


SAMPLE BY SITE: TRAINING PARTICIPATION
EMPLOYMENT SECURITY CASE RECORDS: TRAINING
TOTAL POPULATION TRAINING PARTICIPATION OBSERVATIONS:N = 1788
NON RESPONSE
RESPONSE
SAMPLE RESIDUAL N = 2541
N = 767
N = 723
N = 1055
POPULATION AVAILABLE FOR SAMPLING N = 4031
TOTAL POPULATION N = 5086

Instrumentation. Training participation data were obtained via three different instruments asking precisely the same questions about client training participation.

Instrument 1: Employment Security field record review
Instrument 2: Telephone survey form
Instrument 3: Mail survey form

The instruments were to obtain data on the amount, type and place of training of AFDC and FIP clients from enrollment into FIP (or a comparable time for AFDC clients) through September 30, 1989 and to provide some indication of linkage between any employment and training.

The instruments gathered information about the number of training episodes, the starting and ending dates of training episodes, completion information, course descriptions, institutional

information and employment information (whether a job followed a particular episode of training and whether the employment was related to the training).

The instruments represented a compilation of Employment Security form 186 (Status Change Notice), FIP form 186 (Status Change Notice), Employment Security form 5-11 (Job Service Application Form) and the Employment Security form 66A (Contract for Services). Considerable time was spent with Employment Security experts about the wording and comparability of information gathered from ESD record reviews in the field and information gathered by telephone survey.

Outcome Measures

Interim Outcomes: A Descriptive Profile of Clients

Outcomes measures during the period of measurement are:

1. Training participation
   [Training measures weighted across population]
2. Employment
3. Duration of assistance

Interim outcome measures are examined through "head-to-head" comparisons of clients at FIP and AFDC sites. These outcomes are expressed in tables using either frequency distributions or measures of central tendency, usually the mean (average), as the basis of comparison.

The study is based on an analysis of cohorts, i.e., clients enrolled in four-month periods who are tracked for varying lengths of time (refer to Figure 1). Outcome measures tend to be expressed in averages across the period of measurement common to all clients, treatment or control. In most analyses of employment or training outcomes, the average length of follow-up across cohorts is nine months.

Controlling for Site Differences: Multivariate Outcomes

While studying new applicants selected for the FIP Interim Review Project, significant differences were discovered between FIP and AFDC site clients in two critical areas of prior history: prior welfare experience and prior work experience. In both measures, FIP site clients had significantly less case history than AFDC site clients. In order to control for these differences multivariate analyses were performed using a logistic regression model, adjusting for the exposure of age for prior welfare and employment contact.

Regression models were used to determine the predictive ability and association of selected independent variables with the dependent variables, training, employment, and duration in the follow-up period. This allows all of the available explanatory information to be simultaneously tested for association, while

controlling for site influence, FIP or AFDC, and the impact of disparate backgrounds in employment and welfare history. Since training and employment are based on dichotomous measures, a logistic regression was used for these dependent variables; an ordinary least squares model was used for regressions on duration since it was measured with an interval scale.

Prior quarters of employment in the 24 months preceding enrollment in the Project population, and total prior months in payment for Title IV assistance in the 9 years preceding enrollment in the Project population were adjusted for age and exposure. This allowed those clients who were young and did not have the opportunity to be either employed or have prior welfare experience to have a calculated exposure time against which to measure their participation in the "activity," either prior work or prior welfare experience.

The following independent variables were used in the regression analyses of interim outcomes:

- Age
- Children under Six
- Number in Family
- Minority
- Site
- Gender
- Previous Employment
- Previous Employment by 24 Months by Quarter
- Exposure (Adjusted for Age)
- Previous Welfare Pattern: by span over previous 9 years

CHAPTER III: FINDINGS

Interim Outcomes

Training Participation

Introduction. Measures of training participation by site clients organized around number and type of training episodes. These measures while providing a method for analyzing training were not entirely satisfactory. An "episode" of training could be as varied as several days of an ESL (English as a Second Language) class to an academic quarter's worth of related classes for an AA or BA degree, or a multi-month technical class in welding skills. Each episode or category was counted as a unit, aggregated with other categories and averaged across groups for comparative purposes.

Cohort Analysis. All measures are unduplicated counts of participants for the period measured. Ninety-one percent of all participants who had training had only one measured training episode. The unduplicated measures were averaged across cohorts and cut off as of September 30, 1989 unless otherwise noted.

As Figure 1: Cohort Selection (in the Methodology Section) makes clear, the initial cohort had one full year of potential training, while each succeeding cohort had decreasing potential training time down to six months for the final cohort. Since FIP and AFDC site clients were measured the same, there is no bias in the comparative measure, but clearly the training measure should be considered as an interim outcome.

Training Participation: Weighted. To generalize about training in the population, the number of clients in training discovered through the client survey was adjusted (weighted) across the project population.

The process of weighting was complex and necessary at two levels. Administrative data typically used the training population detailed by Employment Security reports of referred clients that are in training. This population had to be weighted, by site, with the "discovered" population from the telephone survey, which was itself a sample, and stratified by program and site. Appendix A details the two methods used for calculation.

Any charts presented on training participation will compare individual training data weighted across the population.

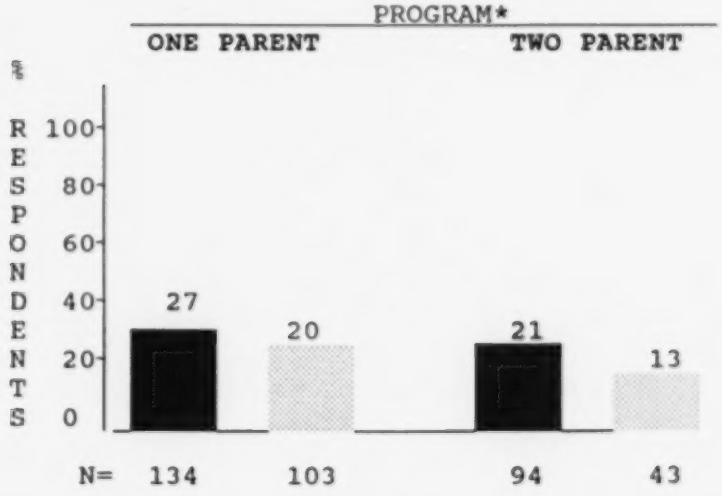
Discussion and Presentation of Training Findings

Finding training participation by site through the survey which was not recorded in administrative file data is undoubtedly one of the more significant outcomes of the study. Clearly, a survey approach to the question of training participation rates was necessary. The ability to understand the distribution of training from administrative data was inconclusive; large

segments of both populations were unable to be counted. AFDC clients who may have been engaging in training, who were not mandatory referrals to ESD would not have been counted. FIP clients who had training in progress, or who decided not to be involved with ESD likewise would not have been counted.

Discussion: Figure 2. The FIP Interim Review Project captured all of the mandatory referrals to ESD, and through the sampling procedure, was able to describe the activity of all those registered with ESD but not counted as active, and all those not registered. These data showed all the unduplicated training participation started by FIP or AFDC site clients during the period of follow-up. **The outcome was definite: FIP sites had significantly more clients starting a training episode in both one and two parent programs than did AFDC sites.**

FIGURE 2
ADJUSTED LENGTH OF TRAINING BY SITES:
WEIGHTED FOR POPULATION SIZE
Total of FIP Sites and AFDC Sites



* Statistically significant difference (p=.05)

SOURCE: ESD Field Record Review and sample data from ORDA telephone survey. 1778 respondents sampled for training information.
(FIP = 950: AFDC = 628)
NOTE: Data are weighted for population size.

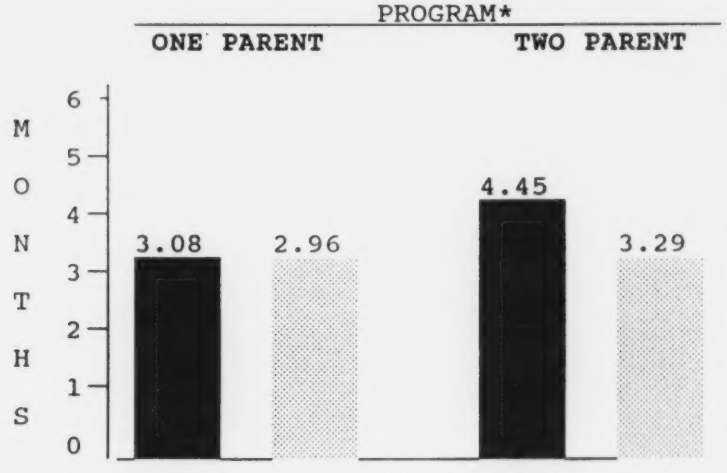
■: FIP ▒: AFDC

Figure 2 is based upon the case record review and the telephone survey with a total of 1,778 respondents. The number of

respondents that did not receive training was 1,264. The number of respondents that had training was 514. The outcomes are the same, regardless of whether weighted or raw data were used: more FIP site clients, in both the one and two parent programs, participated in training than AFDC site clients.

Discussion: Figure 3. The relationship of FIP to AFDC site clients based upon the averages of the length of training episodes by sites, weighted for the population is shown in Figure 3. The training episodes which serve as the basis for the measure are unduplicated "starts" which are cut off at the end of the survey period, September 30, 1989. All training in progress at that time is truncated. The number does not reflect a measure of completed training. Based upon these definitions there was no significant difference for either program between FIP and AFDC site clients.

FIGURE 3
ADJUSTED LENGTH OF TRAINING BY SITES:
WEIGHTED FOR POPULATION SIZE
(All training episodes cutoff at survey end: 9/30/89)



* No significant difference for average length of training

SOURCE: ESD Field Record Review and sample data from ORDA telephone survey. Chart averages are constructed using weighted data.

: FIP : AFDC

It is this chart that points out the underlying difficulty in presenting a "chart" analysis of training participation across the population. Training episodes must necessarily be compressed regardless of their relative "value" in any subjective or

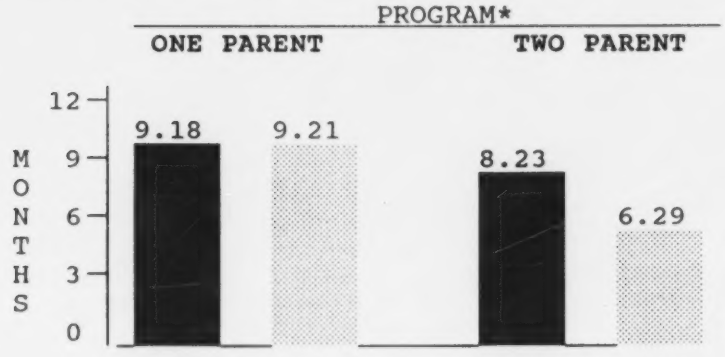
objective manner to the client or to a defined employment goal. A class in ESL is seen as equal to an academic quarter in an AA or BA program.

Figure 3 reflects this compression of measures across FIP and AFDC sites and may be best interpreted as a short-hand method of describing the distribution of all training episodes across the population. In that manner we are able to get some sense of the outcomes across treatment and control sites. Since the test of significance is the t-test, the size of the variance across lengths of training episodes makes it unlikely that there would be a difference between the treatment and control groups.

Later research with larger numbers of completed training episodes should be able to desegregate the episodes and make more meaningful comparisons across types of training.

Discussion: Figure 4. A second method of describing the relationship of FIP to AFDC site clients based upon the averages of the length of training episodes by sites, weighted for the population is shown in Figure 4. The training episodes in this view of length, are <u>not</u> cut off at the end of the survey period, September 30, 1989, but are described in terms of future completion dates of training as perceived by the client.

FIGURE 4
ADJUSTED LENGTH OF TRAINING BY SITES:
WEIGHTED FOR POPULATION SIZE
(Length of training episodes include future completion dates)



* No significant difference for average length of training

SOURCE: ESD Field Record Review and sample data from ORDA telephone survey. Chart averages are constructed using weighted data.

■: FIP ▒: AFDC

As above, in Figure 3, the test of significance is the t-test. Similarly, the size of the variance across lengths of training episodes makes it unlikely that there would be a difference between the treatment and control groups. Based upon this definition of length of training, there was no significant difference for either program between FIP and AFDC site clients.

The interesting outcome is the relationship between length of training of groups across the two charts, not the comparison of FIP to AFDC. The one parent group went from an average of 3 months to over 9 months per training episode. In the two parent group the means range from approximately 4 months for the groups cut off at September 30, 1989 to approximately 7 months for the groups with future completion dates included. The length of training episodes for groups which include future completion date is clearly longer, but also the relative length of training by program reverses, with one parent clients having longer average periods of training.

Discussion: Figure 5. Figure 5 was constructed to answer a question tendered by the Department of Employment Security about where training episodes were accomplished in the community. The question was: What was the division among public and private resources?

The answer, during the period of measurement, was that there is no difference between FIP and AFDC site clients in the utilization of public and private resources in the various communities to accomplish training. Indeed there was no difference along any dimension of measurement, including program to program within treatment and control sites.

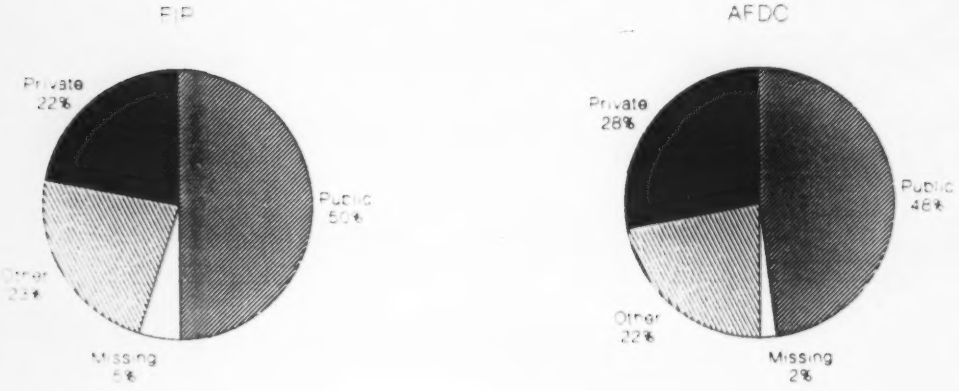
It appears that public institutions of training were used roughly 50 percent of the time, with private agencies having approximately 25 percent of the training resources and the category "other," having the remaining 25 percent. The "other" category would include such resources in the community as churches, unions, and private business.

This outcome is descriptive. There is no perceived "FIP effect," based upon where training occurred. No conclusions have been drawn from the measurement, except the facility of the measurement in describing the relative equality of the use of training resources across the treatment and control communities.

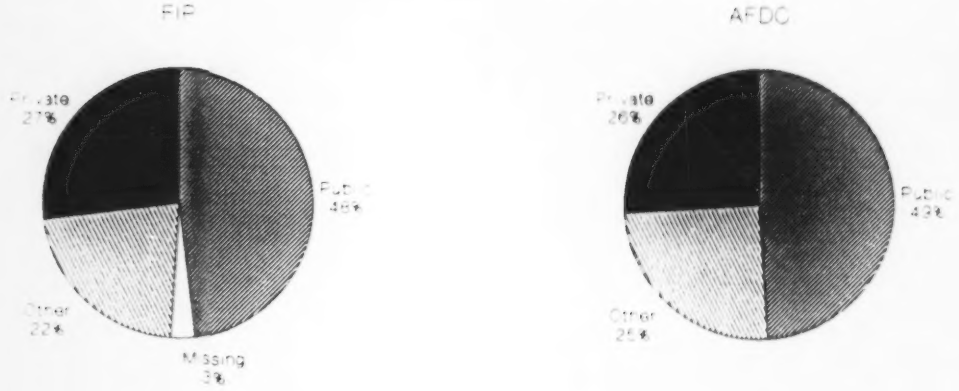
FIGURE 5

ADJUSTED PERCENT OF INITIAL TRAINING
BY INSTITUTION TYPE:
WEIGHTED FOR POPULATION SIZE

ONE PARENT PROGRAM



TWO PARENT PROGRAM



No significant difference between FIP and AFDC by type of institution.
SOURCE: ESD Field Record Review and sample data from ORDA Telephone Survey.

Discussion: Figures 6 and 7. Figure 6 was constructed to show the results of the distribution of the type of initial training by site.

This chart should be read jointly with Figure 7, which aggregates the categories according to the following:

Basic Education	English as a Second Language
	GED
	Adult Basic Education
Vocational	Vocational
Academic	AA degree program
	BA Degree program
	Higher Education/not degree
Other	Church related training
	Union related training
	Private business related training
	On-the-job-training

Figure 6 shows that vocational training and "other" training predominate, followed closely by AA degree training and GED classes across the one parent program.[5] There is no significant difference between FIP and AFDC site one parent clients based upon this distribution, tested by chi-square.

Figure 7 shows one parent clients have approximately the same vocational and academic training when categories are aggregated. There are no significant differences between FIP and AFDC site one parent clients.

Figure 6 shows that FIP two parents tend to initiate more ESL, GED and AA degree training than AFDC site clients. AFDC site clients tend toward vocational, adult basic education and "other" training categories. There is a significant difference in this distribution at $p = .05$ measured by chi-square.

Figure 7, detailing aggregate training, supports this view, showing a significant difference between FIP and AFDC two-parent site clients, with FIP clients initiating more basic educational and academic courses, and AFDC site clients initiating more vocational and "other" category training.

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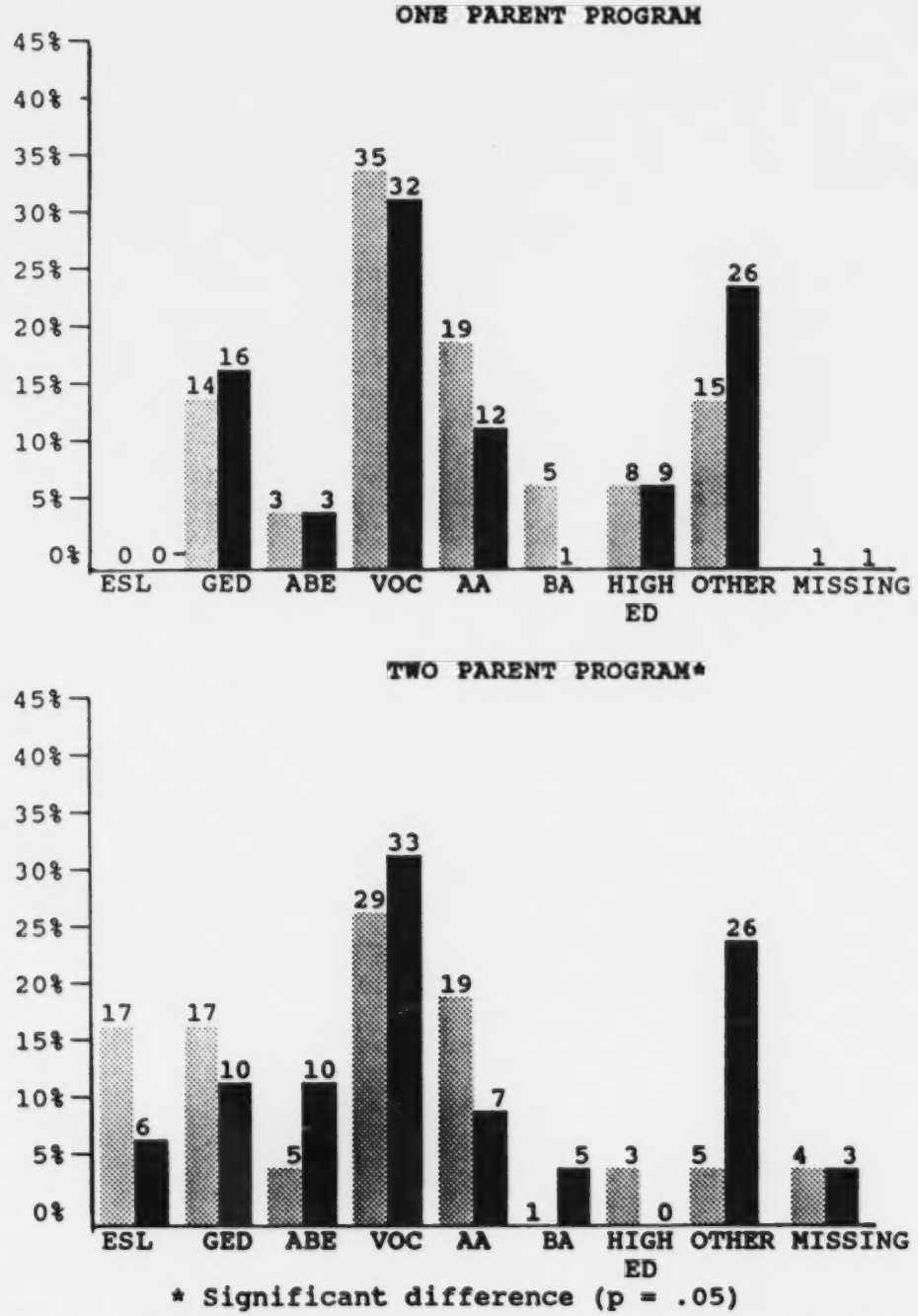
[5]It should be made clear that the zero percentages of ESL training for both AFDC and FIP site clients does not indicate the absence of <u>any</u> participants, but that they were less than one-half of 1 percent each and were subject to rounding.

FIGURE 6

ADJUSTED PERCENT OF INITIAL TRAINING BY TYPE
WEIGHTED FOR POPULATION SIZE

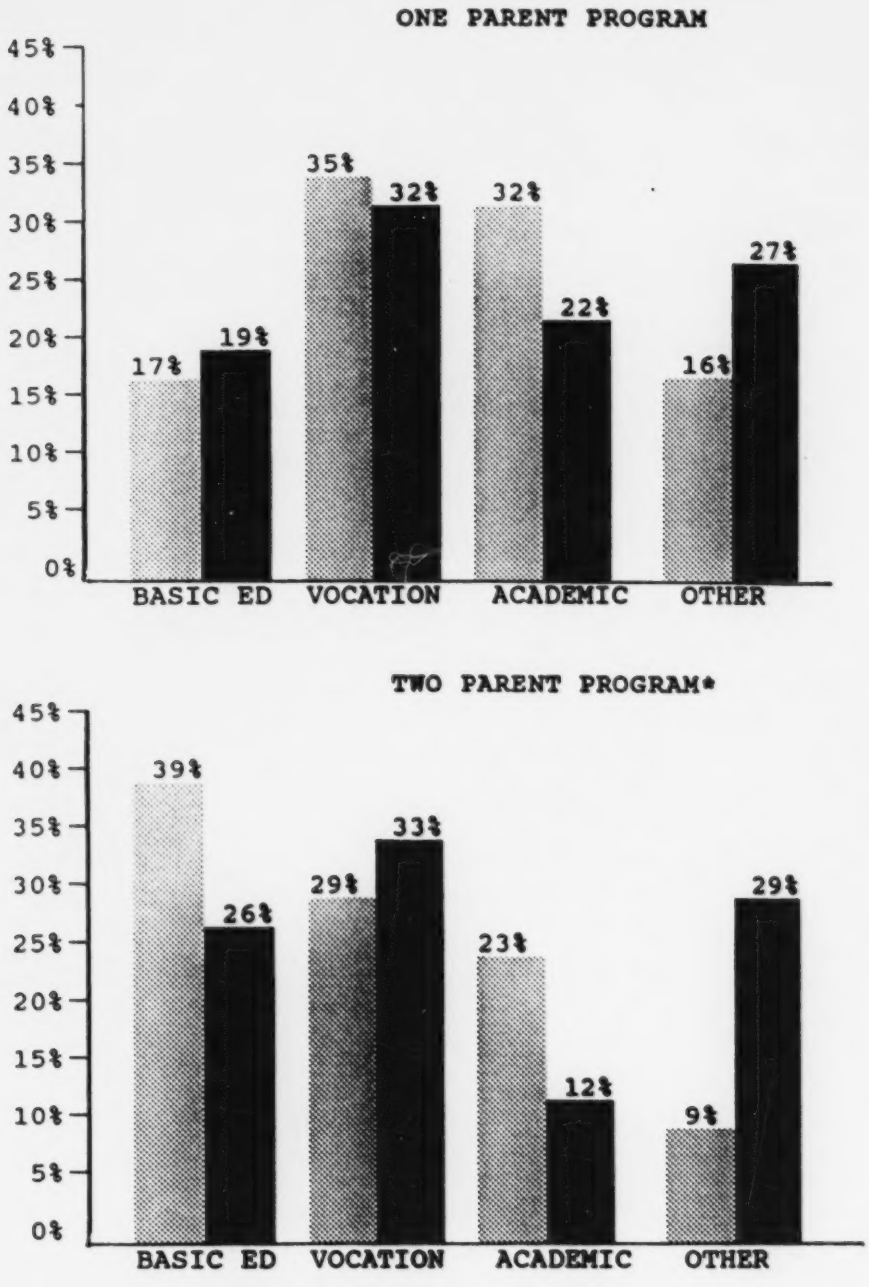


* Significant difference (p = .05)

SOURCE: ESD Field Record Review and Sample Data from ORDA Telephone Survey.
▒: FIP ■: AFDC

FIGURE 7

ADJUSTED PERCENT OF AGGRGATED INITIAL TRAINING BY TYPE
WEIGHTED FOR POPULATION SIZE



* Significant difference (p = .05)

SOURCE: ESD Field Record Review and Sample Data from ORDA Telephone Survey.
▒: FIP ■: AFDC

Discussion: Tables 5-8. Tables 5 through 8 provide a shorthand description of the estimated proportion of clients by site and program that received training through other community resources than Employment Security department.

The estimate is arrived at by multiplying the number of all those receiving training by the known proportion in the telephone sample at each site, of those participants who were in training but not known to, or registered with, Employment Security. All of those with previous registrations with ESD, or currently registered but not active or "on hold" were not counted in this proportion.

The charts are arranged with the following information:

1. Treatment or Control Sites (CSO Number)
2. Total population at site
3. Population at site after Employment Security training participation were identified and subtracted
4. The proportion of site participants identified as having training.
5. The estimate of the proportion of site participants who received training who were not registered with Employment Security.

TABLE 5
WEIGHTED PROPORTIONS OF ONE-PARENT TRAINING BY SITE
ESTIMATES OF NON-ES TRAINING: FIP SITES ONE PARENT N = 1589

SITE	SITE POPULATION	NON- ES POPULATION	TELEPHONE PROPORTION TRAINING	ESTIMATE: NON- ES TRAINING
1. Spokane North (59)	472	327	.163	.11
2. Everett (31) Skykomish (68)	476	351	.20	.13
3. Moses Lake (13) Othello (01)	165	112	.063	.04
4. Goldendale (62) Stevenson (30) White Salmon (20)	73	50	.08	.05
5. Burien (44) West Seattle (55)	394	320	.21	.14
TOTAL	1580	1160		X=.09

TABLE 6
WEIGHTED PROPORTIONS OF ONE-PARENT TRAINING BY SITE
ESTIMATES OF NON-ES TRAINING: AFDC SITES ONE PARENT N = 1580

SITE	SITE POPULATION	NON- ES POPULATION	TELEPHONE PROPORTION TRAINING	ESTIMATE NON -ES TRAINING
1. Yakima/Yakima (39) Yakima/Kittitas (69)	465	390	.196	.13
2. Pierce West (67)	421	368	.15	.10
3. Okanogan (24)	111	99	.207	.14
4. Shelton (23)	135	124	.286	.19
5. King South (43) Federal Way (45)	457	400	.183	.12
TOTAL	1589	1381		X=.14
GRAND TOTAL [FIP & AFDC]	3169	2541		

TABLE 7
WEIGHTED PROPORTIONS OF TWO-PARENT TRAINING BY SITE
ESTIMATES OF NON-ES TRAINING: FIP SITES TWO PARENT N = 1103

SITE	SITE POPULATION	NON- ES POPULATION	TELEPHONE PROPORTION TRAINING	ESTIMATE NON - ES TRAINING
1. Spokane North (59)	382	295	.04	.03
2. Everett (31) Skykomish (68)	243	210	.27	.18
3. Moses Lake (13) Othello (01)	183	130	.10	.07
4. Goldendale (62) Stevenson (30) White Salmon (20)	123	77	.12	.08
5. Burien (44) West Seattle (55)	172	143	.22	.15
TOTALS	1103	855		X=7.4

TABLE 8
WEIGHTED PROPORTIONS OF TWO-PARENT TRAINING BY SITE
ESTIMATES OF NON-ES TRAINING: AFDC SITES TWO PARENT N = 796

SITE	SITE POPULATION	NON- ES POPULATION	TELEPHONE PROPORTION TRAINING	ESTIMATE NON - ES TRAINING
1. Yakima/Yakima (39) Yakima/Kittitas (69)	333	243	.14	.09
2. Pierce West (67)	183	125	.09	.06
3. Okanogan (24)	79	52	.05	.03
4. Shelton (23)	54	41	.38	.25
5. King South (43) Federal Way (45)	147	119	.13	.09
TOTALS	796	580		X=10.4
GRAND TOTAL: [FIP & AFDC]	1899	1435		

Interim Employment Outcomes

Introduction. Interim Employment outcomes were analyzed using cohorts as selected for the study overlaid with quarterly employment data from the Unemployment Insurance Administrative Data file (refer to Figure 8).

Match of UI data and FIP Project Population. UI data are organized yearly by quarters. The last retrievable quarter of UI data, at the time of analysis of employment, was the quarter of July through September of 1989. This time frame was useful, allowing congruent analysis of employment outcomes relative to the training participation outcomes, which also were cut off as of the end of September, 1989.

The participants from the FIP Interim Review Project were matched with the UI data file. Those participants with valid social security numbers were matched by PIC code[6] with the UI file. Those persons without matching PIC codes were assumed to have no employment during measured period.

Available data for Employment Measures. The data for the UI file is employer-based. Employers who are required to "cover" employees with unemployment insurance[7] report the earnings of those employees within a given quarter producing the following information:

- Number of Employers by quarter
- Total earnings per employer by quarter
- Total hours per employer by quarter

Employment Analyses. UI data was gathered for the study population in three categories:

- Ever/never employed: all quarters 1982 through 1988.
- Employer/earning/hour data for 24 months preceding enrollment in study population.
- Employer/earning/hour data for period of follow-up covered by available quarterly information.

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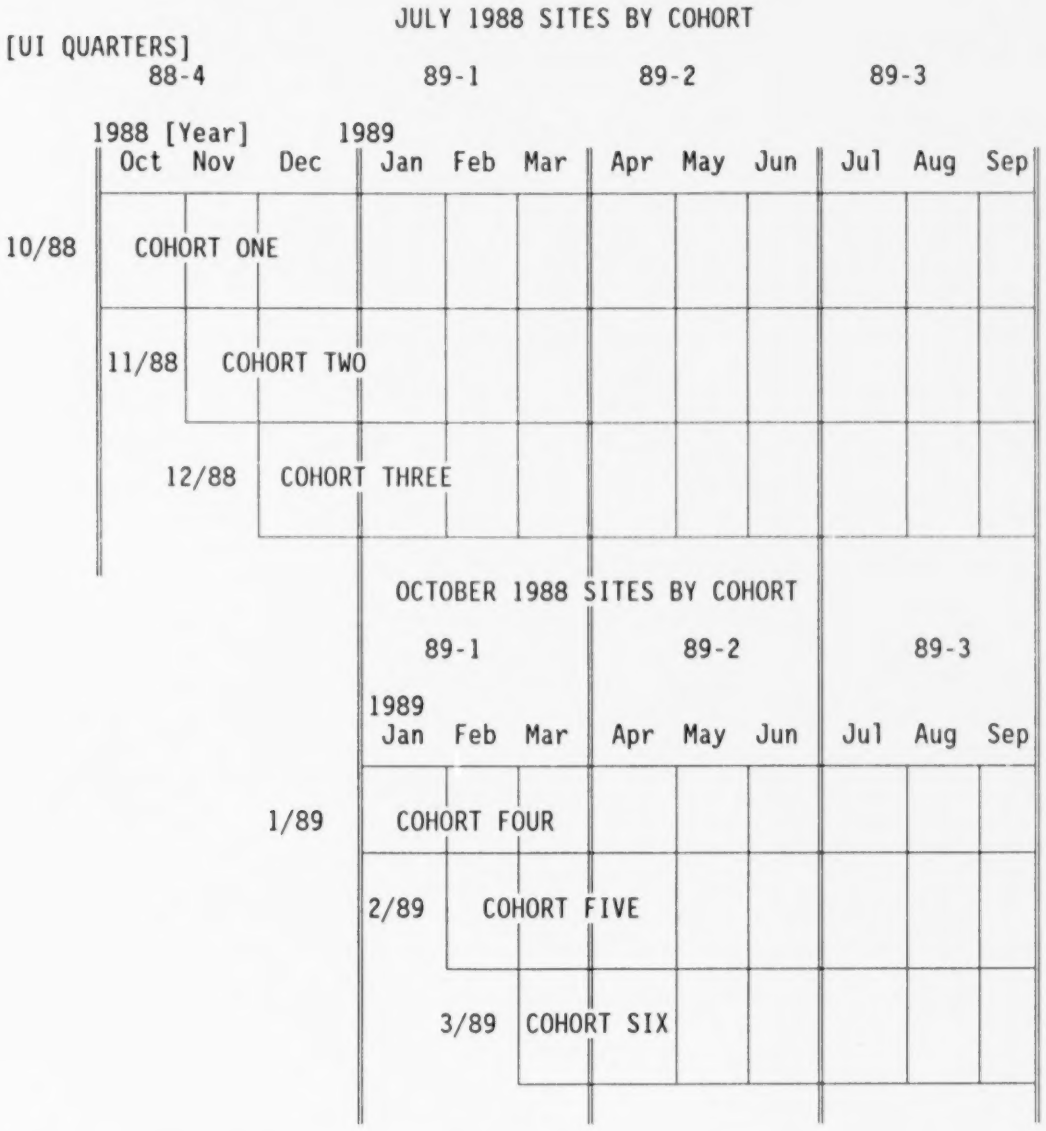
[6]A PIC code, "Person Identifier Code," is the first five letters of a person's last name, their first and middle initial; their birthdate (year, month, day); and a tie breaker, if everything else is the same as another person. It is used primarily to identify persons "within" a case to track Medicaid benefits which must be separate for each person.

[7]The current estimate for covered employment is over 85 percent of known occupations. This includes most migrant labor, but excludes some service employment, self-employment and casual labor, such as baby-sitting.

FIGURE 8
UI QUARTERLY DATA ACROSS COHORTS



Ever/Never Employed Analysis. Ninety-three percent of the project population had some employment from the first quarter of 1982 to the quarter immediately preceding their enrollment in the study population. Several factors suggested that this type of employment history was not useful to a study of this type. The exposure-to-employment variable indicates that a portion of the participants were not of sufficient age to have an employment history back to 1982. Available literature on employment notes

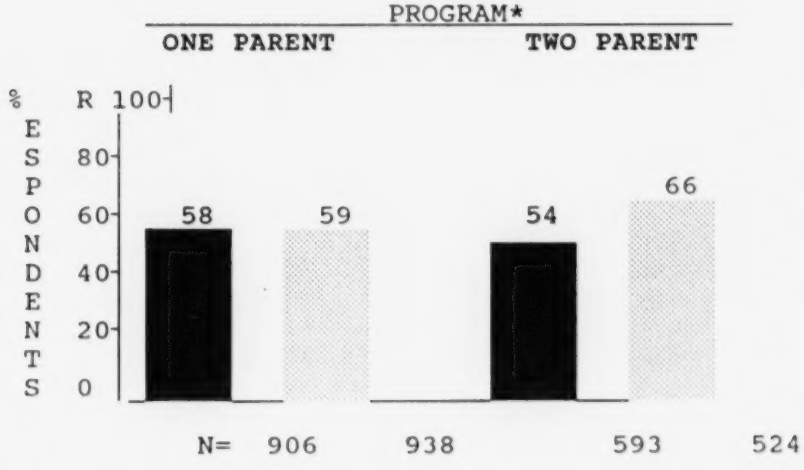
that employment experience of more than three years is not useful in predicting future employment. For these reasons it was decided to use the 24 months of employment history prior to selection for the study as a variable of interest.

Interim Employment Outcomes: Follow-up. The following charts detail employment and wages by program and site during the follow-up period. These data answer the questions: "What percent of FIP and AFDC participants were employed during the follow-up period?" and "What were the average wages by site and program during the follow-up period?"

As with the training information, these data are averages over cohorts. Employment is defined as "ever employed," which means any employment during any quarter during the follow-up period.

Given these parameters, interim employment outcomes are presented in Figure 9. FIP and AFDC site clients in the one parent program had virtually equal proportions employed during the follow-up period. However, FIP site two-parent clients were significantly less likely to be employed than AFDC site two-parent clients during the period of follow-up.

FIGURE 9
PERCENT EMPLOYED DURING FOLLOW-UP
Total of FIP Sites and AFDC Sites



* Statistically significant difference (p=.05)

SOURCES: Based upon four quarters of consecutive UI data: 4th quarter 1988; 1st, 2nd, and 3rd quarters 1989. Project population = 5068. 2961 employed at some point during average follow-up period of nine months.
■: FIP ▒: AFDC

Interim Average Wage Outcomes: Follow-up. The following tables are based upon average wages. These wages are computed by dividing quarterly earnings by quarterly hours. These figures allow a range for comparison, but given that some participants work less than full time, or less than a quarter, the wages may not reflect actual wages of the participant.

Table 9 reflects the differences between programs by site based upon mean hourly wages for any FIP or AFDC site client employed after selection for study population. The period of follow-up averages 9 months. There is no significant difference between wages for either program by site.

Table 9 also presents a separate analysis in which the top 4 percent of the outliers have been removed. That is, clients earning $15.01 per hour to over $25.00 per hour were excluded. This analysis shows that there is a significant difference in the two-parent program between AFDC and FIP site clients, with FIP site clients earning an average of $.34 more per hour during the follow-up period.

TABLE 9
AVERAGE HOURLY WAGES OF CLIENTS
EMPLOYED DURING FOLLOW-UP PERIOD

	FIP SITES	AFDC SITES	DIFFERENCE
ONE PARENT PROGRAM	$ 6.01	$ 5.96	$ .14
TWO PARENT PROGRAM	$ 7.12	$ 6.69	$ .43

EXCLUDING OUTLIERS

	FIP SITES	AFDC SITES	DIFFERENCE
ONE PARENT PROGRAM	$ 5.58	$ 5.52	$ .06
TWO PARENT PROGRAM	$ 6.57	$ 6.23	$ .34*

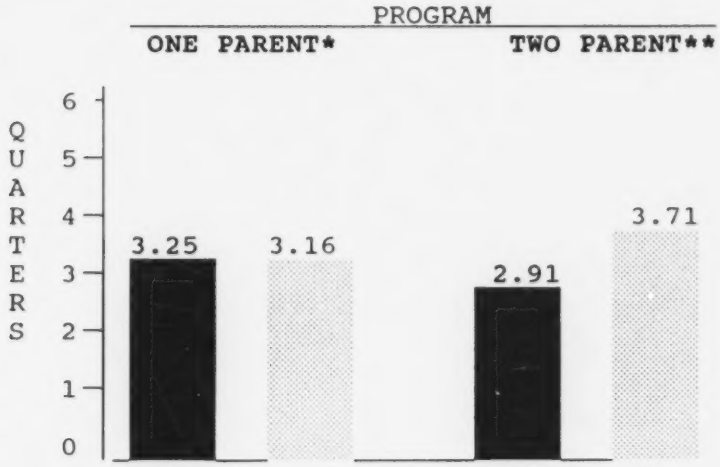
* Significant difference between FIP and AFDC average wages ($p<.05$)

24-Month Pre-enrollment Employment Analysis. The following sections describe average employment and wages by program and site during the 24-month period immediately prior to selection for the study. These outcomes answer the questions: "What was the average number of quarters in the previous 24 months that FIP and AFDC participants were employed?" and "What were the average wage differentials between the previous 24 months and the follow-up period by site and program?"

Employment is defined as "ever employed," which means any employment during any quarter during the 24 months prior to selection for the study population.

Given these parameters, pre-study employment is presented in Figure 10. FIP and AFDC site clients in the one parent program were virtually the same in the average number of quarters worked priorto enrollment in the project. However, two-parent clients at FIP sites were significantly less likely to have been employed than those at AFDC sites during the 24-month period, at approximately three to four quarters of prior employment history.

FIGURE 10
AVERAGE TOTAL QUARTERS EMPLOYED PRIOR TO SELECTION FOR STUDY POPULATION
(Includes those clients not employed during prior 8 quarters)



*Any difference between average quarters employed is due to chance.
**Significant difference between quarters employed. (p=.05)
SOURCES: Based upon four quarters of consecutive UI data: 4th quarter 1988; 1st, 2nd, and 3rd quarters 1989. Period of follow-up averages 9 months.

■: FIP ▒: AFDC

Interim Average Wage Outcomes: Follow-up. The following table shows average wages of FIP and AFDC site clients in the 24-month period prior to being selected for the study compared to those in the period of follow-up.

The top portion of Table 10 reflects the differences by site and program based upon mean hourly wages for both pre and post FIP or AFDC site client average wages. Table 10 shows that there is a difference approaching significance (p=.07) between wages for AFDC sites pre/post in the one parent program; and a similar difference for the FIP sites pre/post for the two parent program.

TABLE 10
AVERAGE HOURLY WAGES OF FIP AND AFDC SITE CLIENTS EMPLOYED PRE AND POST STUDY PERIOD

	ONE PARENT PROGRAM PRE	POST	DIFFERENCE
FIP SITES	$ 5.75	$ 6.11	$ .36
AFDC SITES	$ 5.57	$ 6.01	$ .44*
	TWO PARENT PROGRAM PRE	**POST**	**DIFFERENCE**
FIP SITES	$ 6.36	$ 7.22	$ .86*
AFDC SITES	$ 6.29	$ 6.82	$ .53

EXCLUDING OUTLIERS

	ONE PARENT PROGRAM PRE	POST	DIFFERENCE
FIP SITES	$ 5.56	$ 5.67	$ .11
AFDC SITES	$ 5.36	$ 5.57	$ .21
	TWO PARENT PROGRAM PRE	**POST**	**DIFFERENCE**
FIP SITES	$ 6.15	$ 6.62	$ .47
AFDC SITES	$ 6.12	$ 6.35	$ .23

* Difference approaching significance (p=.07)

SOURCE: Based upon four quarters of consecutive UI data: 4th quarter, 1988; 1st, 2nd, and 3rd quarters, 1989.

The lower half of the table presents a separate analysis which cuts out 4 percent of the outliers. That is, clients earning $15.01 per hour to over $25.00 per hour were excluded. This analysis shows that there are no significant differences between pre-and post-wage averages in either FIP or AFDC sites by program.

Interim Duration Outcomes

Introduction. The literature on measuring welfare spells and length of stay describes two accepted methods of examining duration: cross-sectional, an examination of current cases at a point in time; or longitudinal, looking at entering cases over time.

The Fip Interim Review Project does not have true longitudinal data. In order to accurately describe typical length of time for a FIP client and to compare that length of stay with an AFDC client's length of stay, we would have had to look at entered cases and follow them over time. This was impossible. Given the short length of time FIP has been in operation we cannot describe the typical length of stay for FIP site clients or provide a definitive answer to the relationship between FIP client length of stay and AFDC client length of stay. This will have to wait for Urban Institute's Evaluation or some longer period of follow-up time which will give us that answer.

Prior studies of duration. The fundamental premise underlying the study of duration are the hypotheses that FIP and AFDC populations are similar; that is, there is no difference between the prior welfare activities of FIP and AFDC clients by program over time as defined by number of spells, eligibility, average paid months per spell, and overall average months on paid assistance.

We have guidance at both the local and the national level for our expected findings. The Walkup (1987) study of duration may be the only recent study extant for Washington State that deals with patterns of welfare duration.[8] Walkup studied a "longitudinal cross-section" of AFDC-R recipients over time. Walkup selected female recipients between the ages of 17 and 41, from the November 1983 Warrant Roll and looked at their patterns of assistance behavior for six years: from November 1980 through November 1986. Walkup found that the average length of a first AFDC-R spell was estimated to be 48 months. However, average length may obscure spell activity: he also noted that over one-third of first spells lasted less than one-year; with one-fifth of the spells lasting longer than six years.

These findings are corroborated by national studies of welfare behavior. Bane and Ellwood (1983) estimate that while the median time on welfare is about four years, that 30 percent of the recipients will experience about one to two years of total

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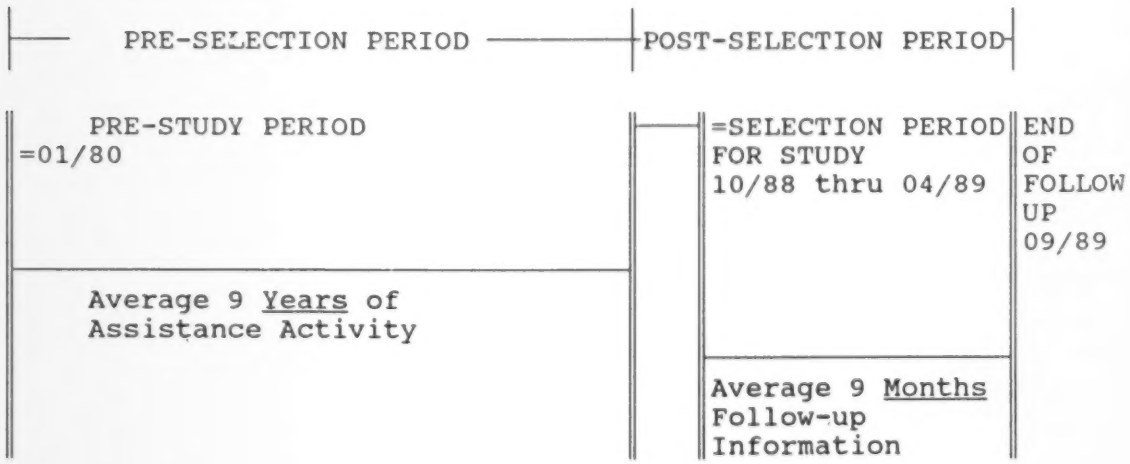
[8]Walkup, Hugh, **Length of Stay: Pilot Studies of Duration on AFDC-R**, June 1987, (DIA) DSHS.

receipt (exclusive of spells) and 30 percent will have eight or more years of total receipt.[9]

Potential Bias. The FIP Interim Review Project looks at FIP and AFDC client assistance activity over time, but the analysis will suffer from some of the bias introduced when examining spells in progress. For the pre-selection period, although it spans over nine years, there is still a potential length-biased sampling problem. There may well be those persons selected for the project population who had spells in progress prior to 1980. However, the length of time involved will give us information and analytical power for describing differences, if any, across the two programs for both populations. This method of analysis, examining spells over time, is analogous to Walkup's use of "longitudinal cross-section analysis)."[10]

Analysis. This section of the FIP Interim Review Project gives information on relative duration for a comparable population of FIP and AFDC clients drawn from treatment and control sites. The study describes prior welfare activity of clients for an average of nine years, back to January 1980, and follow-up activity for an average of nine months. See Figure 11.

FIGURE 11
GRAPHIC PRESENTATION OF COMPARATIVE MEASUREMENT PERIODS



[9]Mary Jo Bane and David T. Ellwood," The Dynamics of Dependence and Routes to Self-Sufficiency," **Urban Systems Research and Engineering, Inc.**, Cambridge Ma. (1983) cited in Duncan, G.J., and Saul D. Hoffman, "The Use and Effects of Welfare: A Survey of Recent Experience." **Social Science Review** (June 1988).

[10]Walkup, op. cit., p.2.

Post-selection analysis. Each cohort was examined using the first through sixth months of active grant activity.[11] This method gave a view of the relative duration of FIP to AFDC clients on paid assistance over a six-month period. This analysis is presented in Figure 12. The measure is a "net" effect, since it counts all clients who are on assistance at any given month, regardless of earlier exits. It is not a survival analysis, since that technique would exclude any client who had exited earlier in the measurement period.

Because of the short follow-up period, there is one appropriate question which can be asked:

- What is the relative duration on paid assistance of FIP and AFDC site clients during the follow-up period?

Discussion: Figure 12. This graph demonstrates that, in the one parent program, there is no difference between FIP and AFDC site clients during a six-month period following entry onto public assistance.

However, in the two parent program, at six months, there is a significant difference between FIP and AFDC site clients based on an independent proportions test, with FIP site clients remaining on assistance longer.

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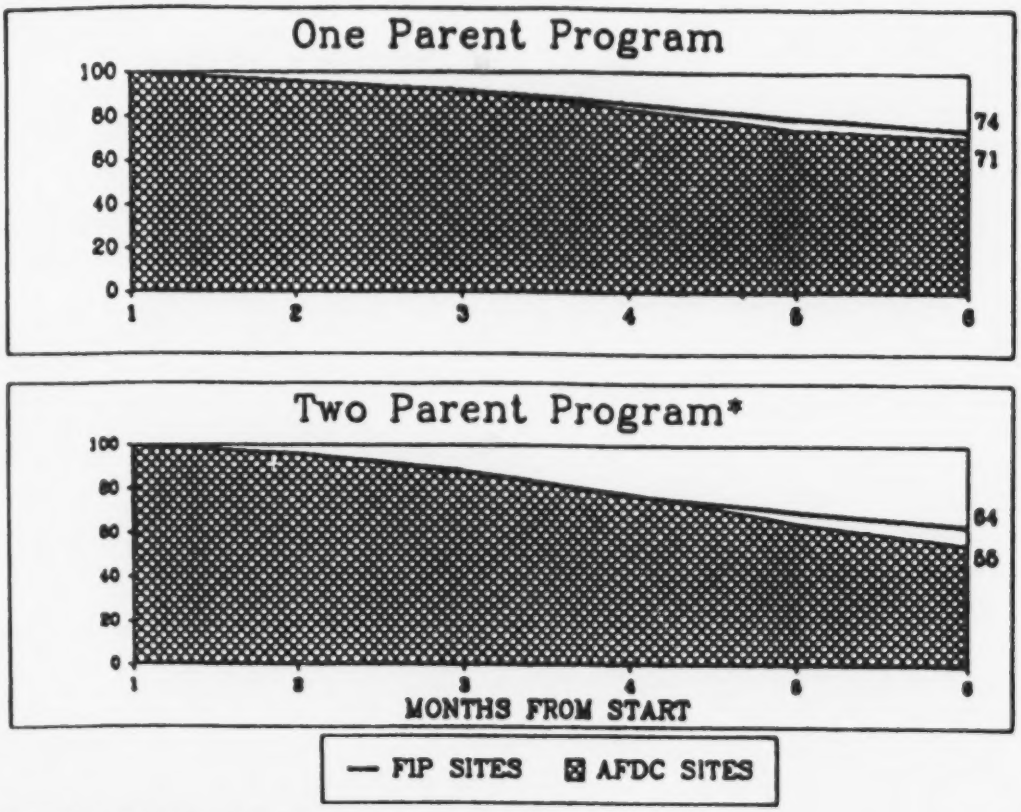
[11]The FIP and AFDC site clients were also analyzed by cohort over each cohort's specific length of follow-up which varied from one year to six months. These analyses essentially confirm the cumulative analysis, but are not included for reasons of space.

FIGURE 12

PERCENT OF CLIENTS IN PAYMENT STATUS SIX MONTH FOLLOW-UP ACROSS ALL SITES



SOURCE: OFM eligibility file and ORDA telephone survey.
* Programs are significantly different at 0.05 level.
Project population N = 5068

Total number at beginning of follow-up :	FIP = 2683	AFDC = 2386
Two parent clients at beginning of follow-up :	FIP = 1580	AFDC = 589
One parent clients at beginning of follow-up :	FIP = 1103	AFDC = 796

Pre-Selection Analysis: 9 Years Prior to Study

Definitions. The major measure of duration in the pre-study selection phase is the welfare spell. A tool found often in the literature on welfare duration, this measure allows more analytical power than fixed calendar year intervals, or administrative data chronicling openings and closings. Short definitions of spell follow below. See Appendix C for a complete discussion of "openings," and "welfare spells," and eligibility decisions.

The study defines welfare spell, using the OFM Eligibility file as follows:

- A **spell** is any period of continuous eligibility for assistance, to include all active grant payment status and suspense categories, for a particular client without a break.
- A **payment spell** is the number of months in payment (Title IV grant money) within any spell of eligibility.
- **Total months in payment** are the number of months in payment (Title IV grant money) across the entire period, January 1980 to the month of selection, exclusive of eligibility or medical spells, breaks, suspense, or other program categorization.
- A **break** is defined as at least a month of non-payment of Title IV grant monies, excluding any suspense category.
- A **medical spell** is defined as any continuous period of medical assistance excluding the above definitions of eligibility and suspense.

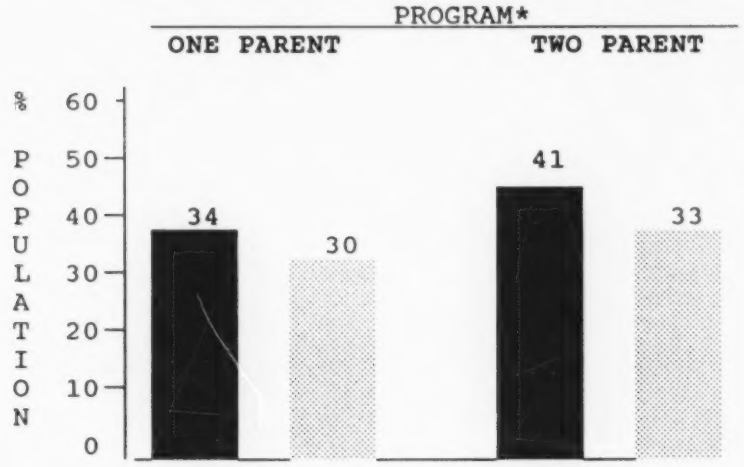
A spell is any period of consecutive months of assistance activity for a particular client without a break. A break is at least a month of non-payment defined by Title IV grant monies. To begin another spell a client would have to re-apply for assistance. Comparison of FIP and AFDC spells allows comparison of duration patterns of clients prior to selection for the Project population. Average spells, average months on paid assistance, average time of breaks, length of time between last welfare activity and selection for project population are all available for analysis.

The fundamental premise underlying this study of duration are the hypotheses that FIP and AFDC populations are similar; that there is no difference between the prior welfare activities of FIP and AFDC clients by program over time as defined by number of spells, eligibility, average paid months per spell, and over-all average months on paid assistance.

Discussion: Figures 13-14. Figure 13 shows the prior welfare behavior of AFDC and FIP adult site clients, by spell, in the nine years prior to their selection for study at the treatment and control sites.

Figure 13 demonstrates the most conservative view of prior welfare assistance patterns. It looks at prior welfare activity by both eligibility and medical spells. Even with this conservative definition, there was a significant difference between FIP and AFDC sites in both the one and two parent programs. FIP sites had significantly more clients without prior eligibility or medical history than did AFDC sites.

FIGURE 13
ASSISTANCE HISTORY:
9 YEARS PRIOR TO SELECTION FOR STUDY
PERCENTAGE OF CLIENTS WITH NO PRIOR WELFARE HISTORY
BASED UPON ELIGIBILITY AND MEDICAL SPELLS



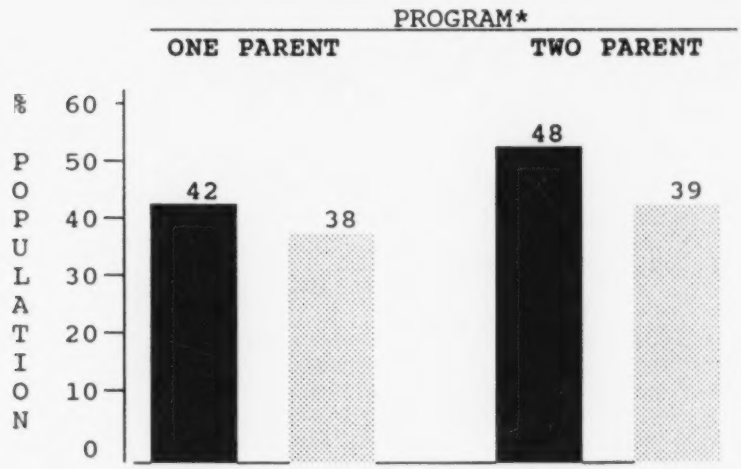
* Significant difference [both programs] between FIP and AFDC site clients. (p = .05)

SOURCE: OFM Eligibility File

■: FIP ▒: AFDC

Using a measure of only eligibility spells, Figure 14 shows the difference as well, with FIP site clients even less likely to have had prior eligibility spells than AFDC site clients in either program during the nine years prior to the study.

FIGURE 14
ASSISTANCE HISTORY:
9 YEARS PRIOR TO SELECTION FOR STUDY
PERCENTAGE OF CLIENTS WITH NO PRIOR WELFARE HISTORY
BASED UPON ELIGIBILITY SPELLS ONLY



* Significant difference [both programs] between FIP and AFDC site clients. (p=.05)

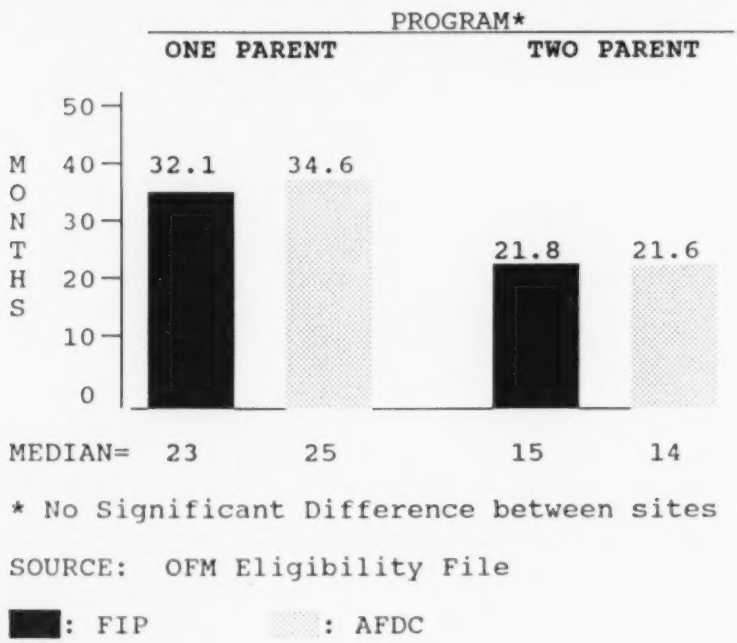
SOURCE: OFM Eligibility File
NOTE: Eligibility spell history
-- excludes medical spells.

: FIP : AFDC

Discussion: Figure 15. Figure 15 describes the average months of total IV-A paid assistance over the period of nine years by sites broken down by program. There is no significant difference between FIP and AFDC site clients on either the average or the median based upon either program.

An interpretation of this finding might be, that <u>of those clients that had had welfare</u> at either site in the nine years prior to election for the study and, by definition, prior to the introduction of the FIP program, the total months of paid welfare was similar. The conclusion might be that the welfare patterns of the two sites, of those clients with prior welfare experience was similar, but the incoming populations of FIP and AFDC site clients at the inception of FIP were significantly different.

FIGURE 15
ASSISTANCE HISTORY:
9 YEARS PRIOR TO SELECTION FOR STUDY
CUMULATIVE LENGTH OF PAYMENT STATUS (MONTHS) IN PRIOR NINE YEARS



Secondary Analysis

<u>Introduction</u>

It was discovered while studying new applicants selected for the FIP Interim Review Project that there were significant differences between FIP and AFDC site clients in two critical areas of prior history: prior welfare experience and prior work

experience. In both measures, FIP site clients had significantly less case history than AFDC site clients. In order to control for these differences, multivariate analyses were accomplished using a logistic regression model, adjusting for the exposure of age for prior welfare and employment contact.

Interim outcomes were analyzed upon client characteristics:

- Client age
- Size and composition of family
- Gender
- Ethnicity
- Work experience and earnings in prior 24 months
- Welfare assistance in the prior nine years

Findings

The multivariate analyses essentially confirm earlier bivariate analyses. The findings are presented below, organized by interim outcome.

Training. One parent clients who receive training are more likely to be younger, caucasian clients from FIP sites with little or no prior welfare history.

Two parent clients who receive training are more likely to be younger clients from FIP sites. All of the other explanatory variables were not significantly related to the outcome.

Employment. One parent clients who are employed during the follow-up period tend to have more prior quarters of work history, are slightly more likely to have a larger family and children under six.

Two parent clients who are employed tend to have a history of prior employment, are more likely to be younger males from AFDC sites.

Duration. The one parent group which had the longest duration on paid assistance during follow-up tended to be younger, female clients from FIP sites. These clients were likely to have little or no prior work history.

The two parent clients tended to be predominately white FIP clients with a history of prior assistance but less or no prior work experience.

Employment and Training. Because of the length of the follow-up period, there is the possibility that there is, or could be, a relationship between two of the outcome variables, training participation and employment, both of which are seen as desirable. To understand this relationship we constructed a population consisting of any client that had either or both training or employment during the follow-up period.

One parent clients who were employed or trained during follow-up were more likely to be from FIP sites and have many more quarters of prior employment and were more likely to have children under six.

The two parent group were more likely to be younger males who had a prior work history. There was no apparent site effect.

In Table 11 the outcomes by dependent variable are listed.[12]

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[12]The results of the logit analysis are presented in terms of likelihood estimated from the relative weights of the logit coefficients. These estimates have been corrected for probabilities resulting from both interval and dichotomous independent variables. The program was written by Wolfgang Opitz, Ph.D., based on Trond, "A Comment on Presenting Results from Logit and Probit Models." **American Sociological Review** (1984:130-131)

TABLE 11
OUTCOMES ADJUSTED FOR AGE AND EXPOSURE

A.	**Dependent variable:**	**Training (Follow-up Period) Y/N**
	One Parent	More likely to be from FIP site Slightly Younger Less Prior Welfare History More likely to be Caucasian
	Two Parent	Much more likely to be from FIP site Slightly Younger
B.	**Dependent variable:**	**Employment (Follow-up Period) Y/N**
	One Parent	Much more likely to have Prior UI Quarters Slight chance to have children under six Slightly more likely to have larger family
	Two Parent	Much more likely to have Prior UI Quarters Much more likely to be male Likely to be from AFDC site Slightly more likely to be younger
C.	**Dependent variable:**	**Duration (Follow-up Period) in months**
	One Parent	Likely to be younger Likely to be from FIP site Likely to be female Likely to have fewer prior work quarters
	Two Parent	Likely to be white Likely to be from FIP site Likely to have fewer prior work quarters Likely to have been on prior assistance
D.	**Dependent variable:**	**Employment/Training (Follow-up Period) Y/N**
	One Parent	Much more likely to have Prior UI Quarters Likely to have children under six Likely to be from FIP site
	Two Parent	Likely to have Prior UI Quarters Slightly more likely to be younger More likely to be male

CHAPTER IV: DISCUSSION

Introduction

As noted in the body of the report, the FIP Interim Review Project was constructed to give preliminary information on the progress of the Family Independence Program as feedback and management information to Agency (DSHS and Employment Security) managers, and to the legislature at a specific point in the FIP experience.

While great care was taken, and documented above, in providing comparable groups across the treatment and control sites, it is clear that the information gathered should be considered interim in nature, and representing those clients selected for measure, the "new" applicants (as defined above).

While the information garnered from the study represented the relationship of the FIP site clients to the AFDC site clients at the time of study, and in some instances, such a training participation and average wage information, the only accurate information available, then or now, care should be taken about generalizing to the populations--either FIP or AFDC.

Summary and Discussion of Findings

Head-to-Head Comparisons

1. **Demographics.** Demographic comparisons by gender, age of client, ethnicity, and family composition (age of children and children under six in the home) show that the single parent FIP site clients are no different than the AFDC single parent site clients, with the exception of ethnicity. There are less minorities in the FIP single parent clients than the AFDC sites.

   Two parent FIP and AFDC site clients are no different as to gender, ethnicity, or family composition, but two parent clients are slightly older.

   Discussion. The finding of difference in minorities in FIP sites seems to be adequately explained by the population distribution information contained in Demetra Smith Nightengale's **First Process Analysis Report from the Evaluation of the Family Independence Program (FIP).** Nightengale documents, as a part of her report, the county population and the minority population as a proportion of each county's population. These numbers make it clear that the control sites clearly have a higher proportion of minorities than do the treatment sites.

2. **Training Participation.** Training information for comparisons came from a joint telephone and mail survey on training participation for a sample which was weighted across the population of 5086 clients.

Significantly more FIP single parent clients, 27 percent, had training during the follow-up period than the 20 percent of AFDC single parent clients, who had training. Similarly, 21 percent of two parent FIP site clients participated in training compared to 13 percent of two parent AFDC site clients.

Discussion. This finding is clearly one of the most significant in the study. Training participation among AFDC clients who were not mandatory referrals to Employment Security for the Opportunity Program had previously been unknown. FIP participation in training had previously been counted only if the participant was registered and active with Employment Security.

The outcomes, at the time of measurement, were clear. There was a definite and significant FIP effect in training participation. Secondly, there was the suggestion that, on average, about 8 percent of the training for FIP sites, and 12 percent of the training for AFDC sites was not being accomplished under the auspices of Employment Security.

3. **Duration on Assistance.** FIP and AFDC site clients who remained on paid assistance were compared for a follow-up period of six months in which each client's first through sixth months of paid assistance activity was examined, regardless of cohort.

The six-month follow-up measure demonstrated that single parent FIP and AFDC site clients were not significantly different in the percentage remaining in payment status at the end of the six-month period.

The two parent FIP site clients remained on payment status significantly longer than the AFDC site clients over the six-month period.

Discussion. These findings suggest that training participation by FIP two-parent program clients keeps them on paid welfare status longer. As will be discussed below, both one and two parent FIP site clients are on paid welfare status longer than AFDC site clients, when all known site differences are controlled for.

Explanations for this difference in length are attributed to increased training for FIP site clients during the period of measurement.

Any real understanding of duration or length of stay of FIP site clients, or for that matter, AFDC site clients, will have to wait for a longitudinal study, or for the Urban Evaluation, due out in 1993.

4. **Employment participation.** Employment during the follow-up period, measured by four quarters of Unemployment Insurance data, demonstrated that single parent FIP and AFDC site clients were virtually equal: 58 percent of single parent FIP site clients and 59 percent of AFDC site clients had some employment during the follow-up period.

   Two parent FIP site clients had significantly less employment during the measured period, with 54 percent employed at some time during the measured period, as compared to 66 percent of two parent AFDC site clients.

   Discussion. Some additional examination of the data, indicated that, of the clients who were <u>not</u> employed during the follow-up period, a significantly higher proportion of FIP site clients were in training than AFDC site clients. These measures were restricted to only the number of clients who actually had training, N= 514, so care should be taken about generalizing to the population.

<u>Adjusted Outcomes, Controlling for Site Differences.</u>

1. **Training.** FIP one and two parent groups were more likely to have had training during the follow-up period than AFDC site clients.

2. **Duration.** FIP site clients were also associated with longer duration on paid assistance (measured as the number of months on paid assistance during follow-up period) in both one and two parent groups than AFDC site clients.

3. **Training and/or employment.** When interim outcome measures of either training, and/or employment during the follow-up period were combined, FIP one parent clients were more likely to have participated in one or both of these outcomes than AFDC one parent clients. Two-parent FIP or AFDC groups showed no difference based on interim outcome measures of either training, and/or employment during the follow-up period.

4. **Employment.** Higher employment outcomes were strongly associated with younger, male AFDC two parent clients who had prior work experience. Employment outcomes for the one parent group have no differential association between FIP or AFDC.

Conclusions

<u>The FIP Effect</u>

Head-to-head findings and multivariate analysis, which control for observed site differences (prior employment and welfare history) in the underlying population of clients, show similar conclusions. There is a FIP effect in two major areas: training and duration.

Both methods of analysis show that FIP site clients have more training than AFDC site clients in both the one and two parent programs.

FIP site clients tend to stay on assistance longer. In the head-to-head comparison, the duration finding showed up for two parent clients only. In the multivariate analysis, controlling for site differences, both single and two parent FIP groups were on paid assistance significantly longer than AFDC site clients.

However, neither analysis detected a difference between FIP and AFDC sites employment outcomes during the follow-up period for one parent groups. Both analyses confirmed that AFDC site two parent clients are more likely to be employed during the follow-up period than FIP two parent clients.

Eligibility Differences

A historical factor should be taken into account when interpreting differences between two parent FIP and AFDC site clients regarding interim outcome measures.

From the inception of FIP in July 1988 through July 28, 1990, AFDC two parent clients were required to demonstrate past work experience in a three-year period, while FIP two parent clients did not need prior paid work experience to be eligible for assistance. Other limited research accomplished by ORDA during that period of time showed that one third of the difference between FIP and AFDC approval rates could be explained by the absence of work quarter requirements for FIP clients.

Some of the multivariate findings of significant differences between FIP and AFDC site two parent client groups may have resulted because of this differential requirement which would have allowed a group of clients with significantly different backgrounds and histories from "typical" AFDC clients to become eligible and receive paid assistance benefits under FIP rules.

APPENDIX A

DESCRIPTION OF DATABASES USED IN FIP INTERIM REVIEW PROJECT[13]

OFM Eligibility file

Every person on a grant or medicaid program has a record in the OFM file with basic ID variables, and a set of variables delimiting the eligibility span of assistance: beginning date, ending date, assistance program, match code, medical eligibility code and CSO. An eligibility span is a period of time in which the program, CSO and match code remain the same.

Eligibility spans may not be precisely the same as periods of paid assistance.

The OFM eligibility file was used for two specific data needs for the FIP Interim Review Project.

1. Sampling (Population Selection). The initial selection of clients for the study used the OFM eligibility file, because of the organization of the data (Date off/on, Program, Match code and CSO).

2. Duration of assistance during the period covered by the project and for nine years prior to selection for the project, were measured using the OFM Eligibility file.

Warrant Roll History File

The Warrant Roll is a monthly "snap shot" of clients receiving payments for that particular month in the state of Washington. At the point in time when monthly warrants (pay vouchers) are created, the Warrant Roll history file for that month is created. Hence, it is a static file that is never corrected; while the OFM Eligibility file is a dynamic file created and corrected on a regular basis. The Warrant Roll is valuable as an informational system since it contains limited demographic data at the person level: name, age, gender, race, social security number, and at the case level, CSO number and address of head of household, and number of persons in case.

1. Demographic variables,age, gender, family composition (number of children in family, age of children in family), social security number, and race were obtained from Warrant Roll after client was identified from OFM file.

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[13]Information for this description of files is obtained in part from experience, in part from Valinda Schiebert's (CAP IV, Data Analysis Section) tutelage and confirmed in **The Tourist's Guide to DSHS Data Systems of Interest to ORDA.** John Miller, The Data Analysis Section, Office of Research and Data Analysis, 1990.

Unemployment Insurance Data

The Unemployment Insurance Data base compiled by the Employment Security Department has quarterly information on all employees covered by Unemployment Insurance (estimated to be 85% of all employments statewide (including migrant farm labor). These data are reported in quarterly earnings and hours by employer.

1. Employment measures by client were taken during the follow-up period and the 24 months prior to selection of the client for study. Clients were matched by social security number with the UI file.

FOMIS Data System

A management information system operated by the Employment Security Department named: FIP/ Opportunity Management Information System (FOMIS). FOMIS was designed to reflect all FIP/Opportunity clients who filled out ESD form 511, Application For Service. Included in the data base are routine updates on client employment or training activity as reflected by ESD form 186 Status Change Notice. (There are two ESD form 186's, a FIP version and an AFDC version, both slightly different.)

1. Case record survey about client training participation. All of the project population with social security numbers were matched with FOMIS. Those clients registered with FOMIS showing any current training or employment situation were selected for a case record review at the appropriate Employment Security site.

2. Telephone survey. All of the project population that were not found in the FOMIS search were placed in a pool from which a stratified random proportionate sample was drawn. This sample formed the basis for the telephone survey on training participation. (See Figure IV)

Training Participation Survey Data

Because of time and resource restraints, the remaining 4031 clients could not all be contacted personally. A telephone survey with a mail back-up was implemented to gather information on a sample of the above two groups whose training information was not a matter of administrative record. A sampling procedure was developed and clients were chosen by a random technique allowing a proportionate (by program), stratified (by site) selection of the remaining clients.

APPENDIX B

WORKING DEFINITION OF "OPENINGS"

Project Definition of "Opening"

The working definition for FIP and AFDC site population selection: any approved applicant, in the appropriate site, who had a prior month of no-payment. An opening would be any client, at the appropriate site (treatment or control) in the appropriate month in the appropriate program for the site.[14]

The population was drawn from the OFM eligibility roll. Each selected participant had a 30 day period of non-payment activity prior to selection for site by program.[15]

A Glossary of Case Status Definitions

A glossary of definitions which underlie project assumptions regarding case status, is as follows:

Active Case: A case which receives a grant (does not include food stamp only or food cash only cases.

Medicaid Only Cases: A case which is eligible for medical assistance but is not eligible for a grant. Unlike suspense and transition cases, this case has not been eligible for a grant during the current enrollment.

Suspense Case: A case which has been temporarily removed from active status due to (temporary) income above the maximum allowed by IV-A eligibility rules. This case continues eligibility for medical assistance but is not eligible for a grant.

Transition Cases: A case which has been permanently removed from active status. This case continues eligibility for medical assistance but is no longer eligible for a grant. Normally a case will remain in this status for a finite period (4, 9, or 12 months depending upon situation and program (FIP or AFDC)). If a

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[14]An "opening" month = any month that a client is in
- Payment status
- Has had prior month of no-payment status
- In July/October Treatment or Control Site
- Had appropriate Program Code for site

[15]Non payment status = match code not equal to 1,2 or U.
This includes: medicaid (medical only),
suspense status,
transition,
or not-eligible.
Payment status = match code equal to 1 or U.
This excludes: Children (under 18 or match code = 2)
Assumes all "U" are adults.

change of circumstances should occur to this case (example: a loss of income) the client must reapply to return to active status.

Problems Associated with "Suspense" Status

It was difficult, given administrative data files, to ascertain reasons for "non-payment" status without examining individual cases.[16] Suspense cases were particularly puzzling. Any income could trigger a suspense code. The best working theory about the bulk of "non-payment" suspense is that most clients in this category receive earned income (08 M-Form income). Suspense can also be triggered by other income such as unemployment monies, gifts, insurance payments, etc.

Cases in the suspense category, tend to "retain" the previous program code. Thus, if a participant were a "C" prior to suspense they would continue as a "C," or "J" prior to suspense would continue as a "J."

This "program retention" is at the heart of the potential selection bias problem. Our sampling process selected "approved applicants" who had a 30 day break in payment status.

However, suspense cases retaining "C" program status at FIP sites are barred from becoming "J" unless they terminate or unless they wait for an eligibility review. As a result, these participants were NOT originally selected at FIP sites but were at control sites.

To ensure comparability between sites, a decision was reached to construct the project population so as to include the all participants who had a prior month of suspense regardless of the program code, at a particular site. This allowed retention of the original 611 participants included at the AFDC sites, and added 216 "suspense C" clients at the FIP sites, thus insuring comparability across sites.

90 Day Rule

Definition of 90 day rule: To be eligible for FIP any "new" applicant had to have a previous non-payment period of at least 90 days. Thus, any participant in an AFDC site who had a break

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[16]Examinations of personal data usually are done on a "spot" check basis using the Income Tracking Information System (ITIS), the on-line interactive inquiry system based upon up-to-date information on current client eligibility. Warrant roll information, the electronic client data base, is inconclusive and the categories for transition (both AFDC and FIP varieties), suspense and "window" cases (those cases over payment standard, but below benchmark) are not coded so that they are mutually exclusive and readily available. The OFM Eligibility file does not contain client specific information on suspense and transition.

in payment for less than 90 days would not have been eligible in a FIP site. Fortunately for FIP Interim Review Project sampling, this rule was changed effective October 26, 1989. There were only 90 clients that fit this description. To ensure comparability based upon sites the decision was to include the 90 identified participants at FIP sites.

APPENDIX C

ANALYSIS OF DURATION: DEFINITION OF SPELL

Introduction

Duration and spell are philosophical as well as theoretical terms. The terms stand as approximations for what we cannot measure at this time in the analysis of FIP, length of stay. The terms are interpretations of characteristics of welfare clients, but must be defined carefully, since administrative definitions and different data sources allow many interpretation, each potentially "valid" in terms of its definitional base.

Working Definition of "Spell"

A spell is any period of consecutive months of assistance activity for a particular client without a break. A break is at least a month of non-payment defined by Title IV grant monies. To begin another spell a client would have to re-apply for assistance. Comparison of FIP and AFDC spells is a useful method for examining welfare patterns over time. Among other analytical positions this allows comparison of duration patterns of clients prior to selection for the Project population. Average spells, average months on paid assistance, average time of breaks, length of time between last welfare activity and selection for project population are all available for analysis.

The following diagram describes the working definition of a welfare spell for purposes of this analysis.

1. $SPELL_{(ELIGIBLE)}$ (with) MATCH CODES [1,2,U] [S,X,Y]
   Grant No Grant

2. $SPELL_{(MEDICAL)} = NOT\ SPELL_{(ELIGIBLE\ or\ BREAK)}$

3. $SPELL_{(BREAK)}$ = [NO RECORD OF ASSISTANCE]
   or PROGRAM CODE = "F" OR "M"

This definition is based upon the need for the Project to adopt a clean and defensible position in order to compare duration of welfare clients over time. Assumptions, data constraints and measurement issues centering around this working definition are discussed below.

Spells of eligibility may be sub-divided into months in grant payment status (Title IV funds). Spells of medical eligibility may also be described. The basic question to be answered is whether there are any major differences between the welfare assistance patterns of the two groups.

Data Availability

OFM Eligibility file

The definition of spell is driven by data type and availability. The administrative data file used for both duration analysis and to select participants for the FIP Interim Review Project is the OFM Eligibility File. It is a file created over time to measure eligibility for medical benefits. It also includes eligibility information for all other programs. Among the descriptions afforded by the file are describing the individual participant by month by Program code, Match Code, and CSO. All of these terms are described fully below.

The OFM Eligibility File is compiled continuously on an individual level, and is more sensitive to change than the Warrant Roll. It is, however, focused on eligibility for services and does not record actual payment transactions as does the Warrant Roll. It could over-inflate slightly the amount of persons in payment status at the end of a spell, since a person might be eligible for a particular month, but not actually receive a grant.

The OFM Eligibility File does not allow individuation of case level distinctions as are available from the Warrant Roll, an administrative data file which is compiled monthly at the case level and captures information from DSHS form 7-01W (commonly referred to as the M Form).

Warrant Roll

Two distinctions between the Warrant Roll and the OFM Eligibility file are important to this discussion. The Warrant Roll is a monthly list of cases for which assistance checks have been produced. Since it is a monthly information system, any administrative action after entry of information would not be entered until the following month's warrant roll. Recipients may get one time grants during the month that their grant is open and there would not be enough time to enter them in the Warrant Roll for that month; as a result, Warrant Roll files do not include all the cases receiving assistance in a given month. Therefore, cases with the shortest length of assistance will not be counted. Additionally, the Warrant Roll is a bulky and cumbersome statistical tool, requiring examination at the case level for individuals, and requiring sorting by case or personal identifier all financial transactions for DSHS for Washington State each month to get specific information for desired cases.

Using the OFM file was a cleaner, quicker and more accurate for a sampling frame and to discuss length of stay questions than the Warrant Roll. However, it did not contain M-Form material which would allow descriptions of useful information from the M-Form. See discussion of types of suspense, and specific financial transactions above.

Types of Public Assistance

The following brief explanation of public assistance[17], program and match codes[18] describe underlying definitions of spell.

Public assistance is administered in three forms: Grant, Medical and Food Stamps. We are interested in distinguishing which spells are attributed to Grants or Title IV monies. Medical benefits, usually funded by Title XIX funds are to be described, but are counted separately. Clients receiving food stamps are coded on separate forms (F- Forms) and are excluded from the definition of spell for purposes of this analysis.

Coding Protocol

CSO's or Community Services Organizations are the main service centers for DSHS and are located all over the state. There are 40 CSO's, 15 branch offices and 9 outstations. All CSO's branch offices and outstations are coded.

Program codes are single letter, mutually exclusive codes used to identify the type of programs by which cases are coded in current data processing systems. A complete list of Program codes is included in the Appendix. Program codes are used to denote individuals in the OFM eligibility files.

The Program codes of interest to this project are:

AFDC:
- C AFDC Regular
- D AFDC Employable

FIP:
- J FIP Regular
- O FIP Employable

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[17]The following descriptions come from several sources, the DSHS "F" Manual, the FIP Program Manual and a "Procedures Bulletin" by Mike Arnaus, Vicky Nelson and Paul Strand, February 1989.

[18]The definitions of program and match codes discussed here are limited. The purpose of the discussion is to aid the reader, not to present all of the potential combinations present in the manuals.

Match codes are single, alpha-numeric, and mutually exclusive which further identify individuals within cases and describe case circumstance on a monthly basis. There are many match codes, and their relationship with Program codes is complex and detailed. However, for the purposes of our enquiry the following match codes are useful to understand:

Match codes:

1	Adult (over age of 18 or head of household)
2	Child (under the age of 18)
A,B,C	Medically needy
S	Suspense

Program and match and CSO codes are combined to describe an individual on a monthly basis in the eligibility file for purposes of describing duration.

Thus, the notation: J131 denotes an adult, one parent program person from the Everett CSO.

APPENDIX D

TELEPHONE SURVEY: RESPONDENTS VS. NON-RESPONDENTS

Introduction

Given available variables for comparison of respondents and non-respondents, the differences between the two groups were unremarkable and by extension, the survey was representative of the population.

The following graphs describe the proportion of respondents and non-respondents, broken down by site and program.

FIGURE D-1
RESPONDENTS VS. NON RESPONDENTS
FIP AND AFDC SITES: N = 1490

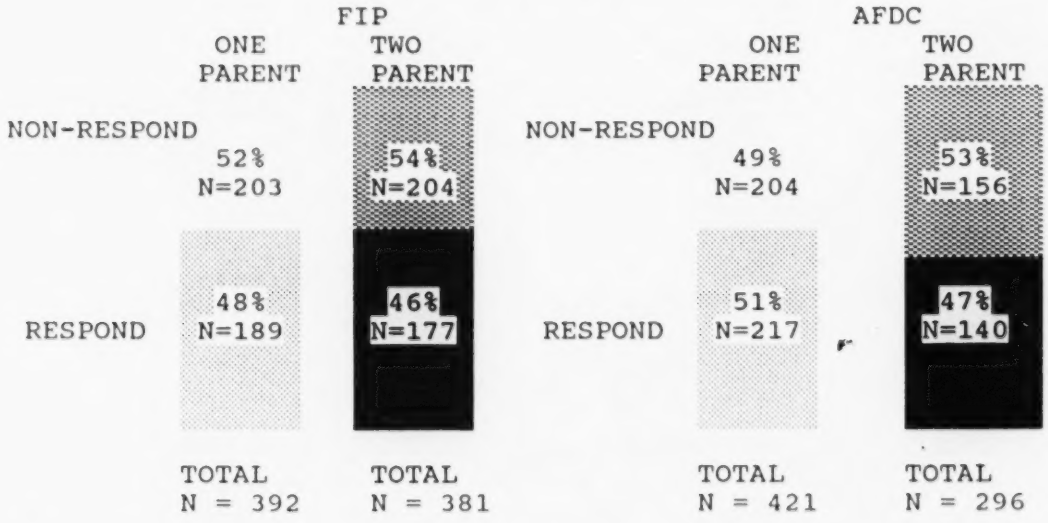

FIGURE D-2
RESPONDENT PROFILE

Respondents tended to:

1. have telephones or, to return message calls (80%),
2. to return mail forms (10%)
3. call back (collect) when sent a mail survey (10%).

Number of refusals were insignificant (.005 of respondents, N = 4)

FIGURE D-3
NON-RESPONDENT PROFILE

Non-respondents tended to:

1. have telephones disconnected, unlisted or wrong numbers (35%)
2. not have telephones (25%),
3. have moved with no forwarding address (18%)
4. not return message calls (9%)
5. have transferred from site (4%)
6. not at home to answer the telephone (3%) [entered after 11 return calls at different times of day and week]
7. miscellaneous reasons (6%) [sampled in error, non-English speaking,dead, jail, refusals]

Findings

Employment Variables: No significant differences were found between respondents and non-respondents at either FIP or AFDC sites using ever-entered employment, or average hourly wage by those ever-employed during the measured period as a criterion. Demographic Variables: As significant difference was found between respondents and non-respondents across treatment and control sites by one demographic variable: age. In both FIP and AFDC sites, the two parent non-respondents were slightly younger than the respondents.

In all other areas -- gender, family composition and ethnicity -- the two groups were the same.

Duration Variables: An examination of duration variables revealed the following:

- No difference between FIP two parent respondent and non-respondent groups by length of time on assistance during six-month period.
- No difference between AFDC one-parent respondent and non-respondent groups by length of time on assistance during six-month period.
- FIP one-parent respondents are on grant status significantly longer than FIP one-parent non-respondents.
- AFDC two-parent respondents are on grant status significantly longer than AFDC two-parent non-respondents.